

REPORT
ON
SURVEY OF LABOUR CONDITIONS IN
COAL MINING INDUSTRY IN INDIA



LABOUR BUREAU
MINISTRY OF LABOUR, EMPLOYMENT AND REHABILITATION
GOVERNMENT OF INDIA

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PREFACE

Industrial labour and its problems have been the subject of interest, though varying in degree and extent, ever since India entered the Industrial field over a century ago. Today, this interest has shifted from prevention of exploitation of labour to providing a fair deal and opportunities for a fuller life to labour. The growing realisation of this approach to problems of labour in India, in the context of present-day planned economic development of the country, is provided a sound base by the surveys that reveal true conditions of labour.

The last detailed survey on a country-wide basis of the working and living conditions of industrial labour was conducted by the Labour Investigation Committee appointed by the Government of India in 1944. The years that followed witnessed far-reaching changes in the set-up of the country, its basic policies and national objectives. As a result, the long-term strategy for economic and industrial advance recognises the well-being of the working class as an essential factor in the overall stability and progress of the country. The adoption of this policy, in the changed circumstances of the country, has brought about a new awakening in the ranks of labour and afforded them much relief in various directions through legislation and other measures.

In order to assess the impact of these measures on the industrial labour and to appraise their present conditions, a scheme for a comprehensive Survey of Labour Conditions was incorporated in the Second Five Year Plan and its execution was entrusted to the Labour Bureau. The Survey was conducted according to a phased programme in 16 industries*. This report presents data regarding Coal Mines covered under the scheme during 1962-63.

The present Survey differs considerably from similar investigations in the past in matters of design, scope and presentation of data. It has also certain distinguishing features. For example, it furnishes data separately for large and small establishments in various industries, makes a limited study of labour cost in relation to the benefits and amenities that the workers now enjoy, seeks to fill the gap in the statistics of labour turnover and absenteeism in the various industries and provides first-hand information on certain important aspects of labour-management relations.

*The names of 16 industries are given in the Preface (p. iii) to the Report on Survey of Labour Conditions in Silk Factories in India.

Attempt has also been made to collect and interpret data on certain conventional items in a more meaningful way. In the presentation of the data, the effort has been to reduce the information into quantitative terms so as to serve as a bench-mark for purposes of evaluation of changes at a future date. Recourse to general description has been resorted to only where the other type of treatment was not possible.

In a survey of this magnitude, it was but natural that many problems had to be faced both in planning as well as execution. Most of these flowed from non-availability of up-to-date frames and absence or improper maintenance of records in many establishments. In many cases, the field staff had almost to build up the required statistics from various sources. This naturally imposed a heavy demand on the managements and the Bureau is deeply indebted to them for their whole-hearted co-operation. The co-operation and valuable assistance received from associations of employers and workers, Chief Inspector of Mines, Chief Labour Commissioner (Central) and their officials is also gratefully acknowledged.

The debt of gratitude that I owe to the Central Statistical Organisation and the Chief Inspector of Mines for evincing keen interest in the Survey and rendering technical advice on various matters is indeed great. I am also thankful to the Employment Division of the Planning Commission for examining the schedule and instructions and offering useful suggestions. I am equally grateful to the Bureau of Labour Statistics, U.S.A., Social Surveys Division, Ministry of Labour and Social Service, U.K., Economics and Research Branch, Department of Labour, Canada and Labour Statistics and Research Division, Ministry of Labour, Japan, whose advice was sought on several technical matters.

The primary responsibility for conducting this Survey and bringing out the reports on individual industries was ably borne by Shri B. N. Srivastava, Deputy Director, whose experience and application came into full play in this assignment. On various statistical problems arising out of the Survey, the requisite technical advice was provided by other officers at Headquarters. This particular industry report was also drafted by Shri B. N. Srivastava who received valuable assistance from Shri P. D. Gupta and Shri R. V. Venkatachalam, Investigators Grade I. Sarvashri Balkar Singh, O. P. Oberoi, R. K. Pant, B. P. Singla and K. C. Sharma, Computors, assisted in computation of data. The field investigations were carried out by Sarvashri R. P. Kapoor, K. V. Vasudevan, D. R. Arora, Harjit Singh, S. J. Balasubramaniam, R. V. Venkatachalam, S. S. Kaul, Rajendra Prasad,

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The views expressed in this report are not those of the Ministry of Labour, Employment and Rehabilitation, (Dept. of Labour and Employment), Government of India.

LABOUR BUREAU, SIMLA.

Dated the 6th September, 1966.

K. C. SEAL,
Director

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CHAPTER I

INTRODUCTION

1.1. Location and Growth of the Industry:

Coal has been known in India since times immemorial but its exploitation for commercial purposes dates since 1774. The growth and expansion of the Coal Mining Industry is in fact, closely linked with the industrial development of the country. The first coalfield to be exploited was the Raniganj Coalfield in Bengal where mining operations started in 1815. However, in view of transport difficulties and paucity of demand for coal for industrial uses, the progress of the Industry was slow. Extension of the East Indian Railway to Burrakur Coal area in 1865 did relieve some collieries of their transport problem but others continued to face it. Consequently, it was not till the nineties of the last century that the Industry made any substantial headway. Opening of cotton, jute and other factories as well as expansion of railways led to rapid growth of this Industry and opening of new coalfields. Coal production increased from 1.2 million tons in 1883 to 2.8 million tons in 1891—95. Employment also increased from a few thousands to over a lakh in the beginning of the present century.

In 1947, the year during which the country attained Independence, there were 902 coal mines providing employment to 3.22 lakh workers and producing about 27 million tons*. In view of the basic importance of coal, as a fuel for a variety of industries and also as a raw material for industries like iron and steel, coal carbonisation, etc., the Coal Mining Industry received considerable attention in the various Plans and measures were taken for its development. As a result, coal production increased from 34.4 million tons in 1951 to 54.6 million tons in 1960-61. By 1962-63, when the present Survey was conducted, the production had increased to 65.8 million tons. According to the provisional figures, India was the sixth largest producer of coal in the world in 1962, but accounted for only 3.83 per cent. of the world production. The production was almost totally utilised within the country. In 1963, only 1.3 per cent. of the total production valued at Rs. 2.24 crores was exported.

The above expansion of production was achieved not only by better utilisation of old collieries but also by opening of new ones. The following Statement shows the State-wise distribution of coal mines in the country during 1963 together with employment and production:—

STATEMENT 1.1

State-wise Distribution of Coal Mines together with Employment and Production — 1963

State	No. of mines worked	Average daily number of persons employed	Output (Metric tonnes)
-------	---------------------	--	------------------------

1. Andhra Pradesh	29	21,476	3,333,978
2. Assam . . .	13	4,368	614,908
3. Bihar . . .	520	2,22,541	32,218,044

*Source:— Annual Report of the Chief Inspector of Mines for the year 1947.

STATEMENT 1.1—*contd.*

	1	2	3	4
4. Madhya Pradesh	62	49,396	7,906,231
5. Madras	1	1,703	982,655
6. Maharashtra	9	6,911	945,051
7. Orissa	8	6,900	1,246,651
8. Rajasthan	1	251	4,545
9. West Bengal	236	1,37,133	19,512,661
	Total .	879	4,50,679	66,764,724

Source.—Indian Coal Statistics—1963.

It will be seen from the above Statement that in 1963 the largest concentration of coal mines was in Bihar which accounted for nearly 59 per cent. of the mines, 49 per cent. of workers and 48 per cent. of the total coal production in the country. West Bengal was next in the order followed by Madhya Pradesh and Andhra Pradesh. The other five States together accounted for only about 4 per cent. of the mines, the same percentage of employment and hardly about 6 per cent. of total production.

1.2. Genesis of the Survey :

The first comprehensive survey of conditions of labour in various industries in India, on a country-wide basis, was conducted by the Royal Commission on Labour during 1929—31. Its report and findings formed the basis of various ameliorative measures. After a lapse of over a decade, *i.e.*, in 1944, the Government of India appointed another Committee, namely, the Labour Investigation Committee, to enquire the conditions of labour in all important industries. The Committee conducted detailed investigations in 38 industries during 1944-45 and, besides a main report on labour conditions in general, published individual reports in respect of various industries.

On account of acute shortage of labour in coalfields in 1945 with the resultant loss of production the Government requested the Committee to postpone their enquiries into conditions of labour in coalfields. Consequently, this industry could not be covered by the Committee. It was subsequently covered by Shri S. R. Deshpande, at the instance of Government, during December, 1945 and January, 1946. Shri Deshpande submitted his 'Report on an Enquiry into Conditions of Labour in the Coal Mining Industry in India' in April, 1946.

The above reports proved to be a useful source of information required for the formulation of labour policy. The years that followed witnessed many changes of far-reaching significance. For instance, many legislative measures were adopted to improve working and living conditions and several schemes were introduced for promoting welfare and social security of workers. The setting up of the adjudication machinery also led to

the improvement in conditions of work and increase in wages in various industries. Above all, the attainment of Independence by the country gave a new status to the working classes. In view of these developments, the Ministry of Labour as well as the Planning Commission considered it necessary that a fresh comprehensive survey of labour conditions in various industries should be conducted so that it may be possible to assess the effects of the various measures adopted in the past and obtain a precise picture of the existing conditions and problems of labour for purposes of deciding the future course of action. Accordingly, a scheme for the conduct of a Survey of Labour Conditions was included in the Second Five Year Plan, and the Labour Bureau, Simla, was entrusted with the execution of this scheme.

1.3. Scope and Design

A note appended* to the report gives details relating to the sample, design and method of estimation adopted. A complete list of all coal mines in the country was available with the Chief Inspector of Mines and since a perusal of this list showed that coal mines had pockets of concentration in certain regions, it was considered desirable to plan the Survey in such a manner that separate estimates become available for each such centre of concentration. In view of a considerably large number of workers employed in the Industry in the States of Bihar and West Bengal, these two States were treated as separate strata. All other coal mines scattered in the remaining States were clubbed together to form the Residual Stratum.

For purposes of drawing the samples, units of the Coal Mining Industry were divided into two size groups large and small, using the cut-off point as 472, which was equal to the average size of employment. The sampling fraction adopted was 25 per cent. for the large size mines and 16 2/3 per cent. for the small size mines. In the case of small mines the sampling fraction was inflated in order to safeguard against shrinkage of sample size due to closures.

Statement 1.2 shows the number of coal mines, together with the number of workers employed therein (a) in the frame, (b) in the sample, and (c) in the sample actually covered.

From the figures given in the Statement 1.2, it would be seen that the Survey ultimately covered nearly 16 per cent. of the coal mines in the country and about 21 per cent. of the total number of workers employed in the Industry. It will also be observed that there were no closures in the case of large-size mines and hence it was possible to cover all the sampled units. However, in the case of small mines there were closures varying in degree, in all the three regional strata and, therefore, in the country as a whole only about 13 per cent. of the small mines could be covered. Since only those mines which featured in the frame were included in the sample and it was not possible to take account of the new mines which came into being during the period of the Survey, the information given in this report should be treated to relate to conditions in the mines which were in existence during the period to which the frame relates (*i.e.*, 1958) and which continued to exist at the time of the Survey.

*Appendix I.

STATEMENT 1.2

Number of Coal Mines and Workers Employed Therein the Frame and as Covered by the Survey

Regional Stratum (Centre)	In the Frame (1958)			In the Sample Selected			Number of Mines	Number of Workers	In the Sample Ultimately Covered as per 1958 Frame
	Number of Mines	Number of Workers	Number of Mines	Number of Workers	Number of Mines	Number of Workers			
1	2	3	4	5	6	7			
1. Bihar:	•	•	•	•	•	•	558	194,791	101
(a) Large Mines	•	•	•	•	•	•	97	129,652	24
(b) Small Mines	•	•	•	•	•	•	461	65,139	77
2. West Bengal:	•	•	•	•	•	•	240	123,436	47
(a) Large Mines	•	•	•	•	•	•	79	94,634	20
(b) Small Mines	•	•	•	•	•	•	161	28,802	27
3. Residual:	•	•	•	•	•	•	110	88,277	22
(a) Large Mines	•	•	•	•	•	•	50	71,285	12
(b) Small Mines	•	•	•	•	•	•	60	16,992	10
4. All-India:	•	•	•	•	•	•	908	406,504	170
(a) Large Mines	•	•	•	•	•	•	226	295,571	56
(b) Small Mines	•	•	•	•	•	•	682	110,933	114
									19,648
									91(13.34)
									17,447(15.73)

Note.— Figures within brackets in columns (6) and (7) are percentages to the total number of mines and workers as given in columns (2) and (3).

The data were collected by personal visits of the field staff of the Bureau. With a view to testing the schedule and instructions prepared for the Survey as also to impart training to the field staff, a pilot enquiry was conducted in September and October, 1959. On the basis of the experience of this enquiry, the schedule* and instructions were suitably revised. The main field enquiry was launched in September, 1962 and was completed in May, 1963. Since the enquiry in essence was during 1962 and 1963, the data, except where specifically mentioned, should be treated to relate to this period.

*The schedule used for the Survey has been published in the reports relating top Silk and Jute Industries. Only some minor modifications were made to collect some special data relating to the labour in the industry.

CHAPTER II

EMPLOYMENT

Among mining industries coal occupies a dominant position and accounts for over 60 per cent. of the total number of persons employed in various types of mines in the country. Shri S. R. Deshpande, who conducted a detailed enquiry into conditions of labour in this industry during 1945-46, estimated that the number of persons employed in the 910 collieries in British India was 2,47,076, in 1944*. Statistics published by the Chief Inspector of Mines show that since then there has been a marked increase in the working force although the number of mines in the country has tended to decline. In 1961, there were 848 coal mines providing employment to 4,11,265 persons.

2.1. Composition of the Working Force

With a view to ensuring comparability as well as uniformity of statistics collected from different sampled units, data pertaining to the composition of the working force were collected during the course of the present Survey for a fixed date which was June 30, 1962. The Survey results show that on this date the estimated total number of workers employed in the Coal Mining Industry, as a whole, was about 4.37 lakhs. This estimate differs from the statistics of the Mines Act (*i.e.*, 4,11,265) for the year 1961. The difference may be due to the fact that the estimated figure relates to a particular point of time, whereas the Mines Act figure represents the average daily employment during the year.

2.1.1. *Distribution by Broad Occupational Groups*

For purposes of the present Survey, the internationally accepted classification† of workers was followed, according to which the workers have been classified into the following categories :

- (a) Professional, Technical and Related Personnel.
- (b) Administrative, Executive and Managerial Personnel.
- (c) Clerical and Related Workers (including Supervisory).
- (d) Production and Related Workers (including Supervisory).
- (e) Watch and Ward and Other Services.

Based on the above classification, the number of workers in different occupational groups is given in Statement 2.1.

As in the case of most of the other industries surveyed, the working force in the Coal Mining Industry predominantly comprised 'Production and Related Workers' who accounted for 88 per cent. of the total. The proportion of workers belonging to this group did not vary much from one centre to another, the percentage ranged from 87.5 in Bihar to 88.6

*Report on an Enquiry into Conditions of Labour in the Coal Mining Industry in India by S. R. Deshpande, p. 11.

†International Standard Classification of Occupations adopted by the International Labour Organisation.

STATEMENT 2.1*

Estimated Percentage Distribution of Workers by Broad Occupational Groups in the Coal Mining Industry (June, 1962)

Centre	Total Number of Workers	Professional, Technical and Related Personnel	Administrative, Executive and Managerial Personnel	Clerical and Related Workers	Production and (including Supervisory)	Watch and Ward Services
1	2	3	4	5	6	7
1. <i>Bihar</i>	2,10,128	5.3	0.4	2.7	87.5	4.1
(a) Large Mines	1,30,386	5.4	0.3	2.9	86.1	5.3
(b) Small Mines	79,742	5.2	0.5	2.4	89.7	2.2
2. <i>West Bengal</i>	1,33,440	3.7	0.3	2.9	88.4	4.7
(a) Large Mines	95,343	3.1	0.3	2.9	88.6	5.1
(b) Small Mines	38,097	5.2	0.3	2.7	87.9	3.9
3. <i>Residual</i>	93,590	0.9	0.2	3.2	88.6	7.1
(a) Large Mines	80,074	0.8	0.2	3.2	88.0	7.8
(b) Small Mines	13,516	1.2	0.3	2.9	92.7	2.9
4. <i>All-India</i>	4,37,158	3.9	0.3	2.9	88.0	4.9
(a) Large Mines	3,05,803	3.5	0.3	3.0	87.4	5.8
(b) Small Mines	1,31,355	4.8	0.5	2.5	89.5	2.7

in the Residual Group of Mines. In the country as a whole, the proportion of 'Production Workers' in small mines was a little higher (89.5%) than in the large units (87.4%). Persons employed for watch and ward and other services constituted the next important group, their all-India percentage being 4.9 made up of 5.8 per cent. for large mines and 2.7 per cent. for small ones. It was noticed that the percentage of watch and ward employees was particularly high in large mines in the Residual Group (7.8). Among other categories, professional, technical and related personnel accounted for 3.9 per cent. of the total, while clerical and related workers formed 2.9 per cent. of the working force in the industry. The proportion of administrative, executive and managerial personnel was insignificant.

2.1.2. *Underground and Aboveground Workers*

The Survey results show that about 78 per cent. of the coal mines in the country carried on underground work and the rest had only surface operations. In order to assess the relative proportion of workers employed underground and aboveground, the relevant data were collected in respect of 'Production Workers' employed direct and they are given for each Centre in Statement 2.2.

Taking the Industry as a whole, it would be seen that about 68 per cent. of the directly employed 'Production Workers' were engaged in underground mining operations and the rest were employed aboveground. The percentage of underground workers was the highest (about 70) in the Residual Group followed by West Bengal (about 69) and Bihar (nearly 67). It will also be observed from Statement 2.2, that whereas in West Bengal and the Residual Group small mines employed more workers underground than large ones, in Bihar Centre the position was reverse. Shri S. R. Deshpande reported that in 1944 the percentage of underground workers was 51. It would thus be seen that during the last 18 years the percentage has increased by 17.

By a regulation promulgated by the Government of India, employment of women underground in mines was banned with effect from July, 1939. However, due to shortage of labour during the Second World War this ban was lifted in December, 1943. Consequently, when Shri S. R. Deshpande conducted his enquiry a fairly high proportion of workers employed underground comprised women. In 1944, nearly 16 per cent. of the underground work force consisted of women. In fact, nearly one-third of women employed in the Industry were working underground. With the end of the War, the ban was reimposed from February, 1946. The Mines Act, passed in 1952 incorporated a specific provision prohibiting employment of women and children underground. At the time of the present Survey this provision was being complied with in all the sampled mines.

2.1.3. *Distribution by 'Covered' and 'Not Covered' under the Mines Act*

Under the Mines Act, 1952 a person is deemed to be "employed" in a mine if he works under appointment by or with the knowledge of the Manager, whether for wages or not, in any mining operation, or in cleaning or oiling any part of any machinery used in or about the mine, or in any other kind of work whatsoever incidental to, or connected with, mining operations. The Survey has revealed that almost the entire working force in the Coal Mining Industry was 'covered' under the

STATEMENT 2.2

Estimated Number of Directly Engaged Production Workers Employed above ground and underground in the Coal Mining Industry (June 1962)

Centre	Total Number of Production workers	Distribution of workers working						Underground	
		Above ground			Total				
		Men	Women	Total	Men	Women	Total		
1	2	3	4	5	6	7	8	9	
1. Bihar									
	1,69,081(100.0)	39,368(71.4)	15,729(28.6)	55,097(32.6)	1,13,984(100.0)	..	1,13,984(67.4)		
(a) Large Mines	1,01,979(100.0)	22,803(75.2)	7,518(24.8)	30,321(29.7)	71,658(100.0)	..	71,658(70.3)		
(b) Small Mines	67,102(100.0)	16,565(66.9)	8,211(33.1)	24,776(36.9)	42,326(100.0)	..	42,326(63.1)		
2. West Bengal									
	1,05,971(100.0)	25,265(77.5)	7,343(22.5)	32,608(30.8)	73,363(100.0)	..	73,363(69.2)		
(a) Large Mines	79,655(100.0)	19,818(76.0)	6,244(24.0)	26,062(32.7)	53,593(100.0)	..	53,593(67.3)		
(b) Small Mines	26,316(100.0)	5,447(83.2)	1,099(16.8)	6,546(24.9)	19,770(100.0)	..	19,770(75.1)		
3. Residual									
	68,793(100.0)	18,346(88.6)	2,365(11.4)	20,711(30.1)	48,082(100.0)	..	48,082(69.9)		
(a) Large Mines	61,407(100.0)	16,764(87.7)	2,360(12.3)	19,124(31.1)	42,283(100.0)	..	42,283(68.9)		
(b) Small Mines	7,386(100.0)	1,582(99.7)	5(0.3)	1,587(21.5)	5,799(100.0)	..	5,799(78.5)		
4. All India									
	3,43,345(100.0)	82,979(76.05)	25,437(23.5)	1,08,416(31.5)	2,35,429(100.0)	..	2,35,429(68.5)		
(a) Large Mines	2,43,041(100.0)	59,385(78.6)	16,122(21.4)	75,507(31.1)	1,67,534(100.0)	..	1,67,534(68.9)		
(b) Small Mines	1,00,804(100.0)	23,594(71.7)	9,315(28.3)	32,909(32.6)	67,895(100.0)	..	67,895(67.4)		

Note.—Figures within brackets indicate percentages. Figures given within brackets under cols. 5 and 8 are percentages to total in col. 2.

Mines Act. The proportion of workers who fell outside the purview of the Act was insignificant (0.1%). Details of workers 'covered' and 'not covered' in different occupational groups are given in Statement 2.3.

As would be seen, among the different occupational groups, administrative, executive and managerial personnel not covered under the Act formed the highest proportion of the total in that category. About 5.6 per cent. of such personnel, at the all-India level, all working in the Bihar Centre, were beyond the scope of the Act. The proportion of 'not covered' workers in other occupational groups was negligible or nil.

2.2. Employment of Women and Children

When Shri Deshpande conducted his enquiry, one out of every four workers in coal mines was a woman. However, since then there has been a steady decline in the number of women workers in the industry. In 1947, women constituted about 21 per cent. of the working force, but by 1951, their proportion had come down to about 16 per cent. Five years later, *i.e.*, in 1956, the percentage of women labour was 13, which further diminished to only about 10 in 1960. This declining trend continued and at the time of the present Survey, the percentage of women workers was only 7.6. Rest of the working force consisted of men, there being no child labour at all. To a certain extent the tendency on the part of employers to reduce women labour force may be due to the fact that they had to incur additional expenditure in the shape of maternity benefits and maintenance of creche, etc. The Labour Appellate Tribunal's Award equalising wages of men and women may also be a contributory factor. Statement 2.4 presents details regarding the percentage of mines employing women and the strength of women workers in different Centres of the industry in June, 1962.

The percentage of women labour was the highest in coal mines in Bihar, being 9.1, and the lowest (4.0) in the Residual Group of Mines. In West Bengal, women comprised 7.8 per cent. of the working force. The Survey results also indicate that in the industry, as a whole, small mines had a little higher proportion of women labour on their rolls (8.6%) than large ones (7.2%).

It is interesting to note from the Statement 2.4 that although women represented barely 7.6 per cent. of the working force, as many as 82 per cent. of the coal mines in the country were employing them. The percentage of such units in the different Centres was about 84 in Bihar, 80 in West Bengal and nearly 74 in the Residual Group. Everywhere relatively more large mines employed women than small ones. In the country as a whole the percentage of large mines employing women was 96 as against 76 in the case of small mines. Another noteworthy feature is that of the total women employed in the Industry, Bihar alone accounted for 57.5 and West Bengal for 31 per cent. The rest were in the Residual Group.

An analysis of the occupational distribution of women labour in the Industry shows that a vast majority of them (*i.e.* 88%) were engaged as 'Production and Related Workers'. Women employed for 'Watch and Ward and Other Services' accounted for 11 per cent. of the total, while the rest were in the group 'Professional, Technical and Related Personnel'. No woman was found to be holding any administrative, executive or managerial post or doing any clerical job. Statement 2.5 is of interest in this connection.

STATEMENT 2.3

Estimated Percentage Distribution of Workers into 'Covered' and 'Not Covered' Under the Mines Act, 1952, in the Coal Mining Industry
(June, 1962)

Centre	Total Number of Workers		Percentage Distribution of Workers into Broad Occupational Groups											
	Covered	Not Covered	Professional, Technical and Related Personnel			Administrative, Executive and Managerial Personnel			Clerical and Related Workers			Production and Other Services		
			Not Covered	Covered	Not Covered	Not Covered	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered		
	1	2	3	4	5	6	7	8	9	10	11	12	13	
1. Bihar	2,09,690	99.8	438	0.2	98.5	1.5	90.4	9.6	93.7	1.3	100.0	..	98.7	1.3
(a) Large Mines	1,30,064	99.8	322	0.2	93.1	1.9	81.9	15.1	98.9	1.1	100.0	..	98.8	1.2
(b) Small Mines	79,626	99.9	116	0.1	99.1	0.9	95.7	1.3	96.3	1.7	100.0	..	98.5	1.5
2. West Bengal	1,33,357	99.9	83	0.1	99.2	0.8	100.0	..	100.0	..	100.0	..	99.3	0.7
(a) Large Mines	95,268	99.9	75	0.1	98.8	1.2	100.0	..	100.0	..	100.0	..	99.2	0.8
(b) Small Mines	38,089	100.0	8	0.0	99.8	0.2	100.0	..	100.0	..	100.0	..	99.7	0.3
3. Rivalia	93,732	99.9	56	0.1	100.0	..	100.0	..	99.3	0.7	100.0	..	99.4	0.6
(a) Large Mine	80,016	99.9	58	0.1	100.0	..	100.0	..	99.2	0.8	100.0	..	99.4	0.6
(b) Small Mines	13,516	100.0	..	..	100.0	..	100.0	..	100.0	..	100.0	..	100.0	..
4. Jharkhand	4,36,579	99.9	579	0.1	98.8	1.2	91.1	5.9	99.2	0.8	100.0	..	99.1	0.9
(a) Large Mines	3,05,348	99.9	455	0.1	98.1	1.6	92.8	7.2	99.3	0.7	100.0	..	99.1	0.9
(b) Small Mines	1,31,231	99.9	124	0.1	99.3	0.7	90.9	3.1	99.0	1.0	100.0	..	99.2	0.8

STATEMENT 2.4

Estimated Proportion of Women Workers* to the Total Working Force in the Coal Mining Industry (June, 1962)

Centre	Total Number of Mines	Percentage of Mines Employing Women	Total Number of Workers Employed*	Number of Women Employed	Percentage of Women Workers to the Total Working Force in the Industry	Percentage of Women Workers in the centre to the Total Women Workers in the Industry	
						5	6
1	2	3	4	5	6	7	
1. Bihar	465	84.2	2,10,128	19,136	9.1	57.5	
(a) Large Mines	91	95.8	1,30,386	10,504	8.1	31.6	
(b) Small Mines	374	81.4	79,742	8,632	10.8	25.9	
2. West Bengal	206	80.5	1,33,440	10,384	7.8	31.2	
(a) Large Mines	74	100.0	95,343	7,919	8.3	23.8	
(b) Small Mines	132	69.6	38,097	2,465	6.5	7.4	
3. Residual	87	73.8	93,590	3,747	4.0	11.3	
(a) Large Mines	41	91.7	80,074	3,527	4.4	10.6	
(b) Small Mines	43	55.6	13,516	220	1.6	0.7	
4. All-India	758†	82.0	4,37,158	33,267	7.6	100.0	
(a) Large Mines	209	96.4	3,05,803	21,950	7.2	66.0	
(b) Small Mines	549	76.5	1,31,355	11,317	8.6	34.0	

* Figures relate to workers 'Covered' as well as 'Not Covered' under the Mines Act.

† The figure differs from Statement 1.2 for reasons given at page 3.

STATEMENT 2.5

Estimated Percentage Distribution of Women by Board Occupational Group in the Coal Mining Industry (June, 1962)

Centre	Total Number of Workers* Employed	Number of Women Employed	Percentage Distribution by Occupational Groups					
			Professional Technical and Related Personnel	Administrative, Executive and Managerial Personnel	Clerical and Related Workers	Production and Ward and Other Services	Watch and Ward and Other Services	Supervisory)
1	2	3	4	5	6	7	8	
1. <i>Bihar</i>	·	·	2,10,128	19,136	1.1	..	..	91.8
(a) Large Mines	·	·	1,30,386	10,504	1.4	..	..	87.5
(b) Small Mines	·	·	79,742	8,632	0.7	..	..	97.1
2. <i>West Bengal</i>	·	·	1,33,440	10,384	0.9	..	..	87.0
(a) Large Mines	·	·	95,343	7,919	0.9	..	..	86.0
(b) Small Mines	·	·	38,097	2,465	1.1	..	..	90.4
3. <i>Risidual</i>	·	·	93,590	3,747	1.6	..	..	70.4
(a) Large Mines	·	·	80,074	3,527	1.5	..	..	69.4
(b) Small Mines	·	·	13,516	220	2.3	..	..	86.3
4. <i>All-India</i>	·	·	4,37,158	33,267	1.1	..	..	87.9
(a) Large Mines	·	·	3,05,803	21,950	1.2	..	..	84.1
(b) Small Mines	·	·	1,31,355	11,317	0.8	..	..	95.4
								3.8

*'Covered' as well as 'Not Covered' under the Mines Act, 1952.

There was a wide variety of jobs on which women were found employed in production processes, but they were mostly engaged in loading and earth removing operations. Among other jobs on which women coming in the group 'Production and Related Workers' were engaged were screening, stacking, picking of shale from coal, preparation of clay cartridges used for blasting purposes, and removal of ash from the boilers. Those who were in the group 'Professional, Technical and Related Personnel' were employed as midwives and nurses in hospitals attached to collieries and as creche attendants. Those in the group "Watch and Ward and Others Services" were generally engaged for sweeping of office premises and cleaning of utensils in the canteens.

The reasons for employing women were many. For instance, carrying head loads was a job considered derogatory by the men folk, and women were found more suitable for it because of the light nature of the work. Some of the managements stated that male workers pressed for jobs for female members of their families and it was more or less a convention to provide work for the latter too. Another important reason for the employment of female labour was that allotment of wagons to collieries was irregular and unforeseen and whenever wagons were allotted they had to be loaded within a few hours of their being made available. Women had, therefore, to be pressed into service to complete the loading work within the stipulated period. The advantage in employing women for this work was that they were easily and readily available. As regards jobs like midwives, nurses and creche attendants women were, naturally, preferred.

2.3. Time and Piece-rated Workers

Statement 2.6 gives the percentage distribution of 'Production and Related Workers' according to the method of payment in different Centres.

Information given in the above Statement relates to both the categories of employees, that is employed directly and through contractors. It will be seen that at the all-India level, the proportion of piece-rated workers was about 58 per cent. as against 42 per cent. of the time-rated workmen. As amongst individual Centres, the percentage of piece-rated workers was 65 in Bihar and about 60 in West Bengal. In the Residual Group of mines, however, they constituted only about 41 per cent. of the total. It will also be observed from Statement 2.6 that the proportion of piece-rated workers was generally higher among women than men. The percentage of piece-rated men was 57 as against 75 among women in the entire Industry.

2.4. Contract Labour

The Royal Commission on Labour in India had made some critical comments on the system of employing contract labour in mines and had recommended its gradual abolition. However, in 1945-46, when Shri Deshpande conducted his enquiry, nearly 48 per cent. of the workers in four principal coal mining areas were still employed and paid through contractors. Shri Deshpande reported existence of various types of mal-practices among contractors and several handicaps from which contract labour suffered. He observed in his report that the mine managements exercised almost no or only a nominal control and supervision over

STATEMENT 2.6

Estimated Percentage Distribution of Production Workers by Methods of Payment in the Coal Mining Industry (June, 1962)*

Centre	Total Number of Production Workers	Percentage Distribution						Total	
		Men		Women		Piece-rated			
		Time-rated	Piece-rated	Time-rated	Piece-rated	Time-rated	Piece-rated		
1	2	3	4	5	6	7	8		
1. <i>Bihar</i>									
(a) Large Mines	.	.	1,83,755	35.3	64.7	32.2	67.8	35.0	
(b) Small Mines	.	.	1,12,217	38.6	61.4	28.8	71.2	37.8	
2. <i>West Bengal</i>									
(a) Large Mines	.	.	1,17,960†	42.2	57.8	11.8	88.2	39.9	
(b) Small Mines	.	.	33,450†	43.7	56.3	11.9	88.1	41.2	
3. <i>Residual</i>									
(a) Large Mines	.	.	82,970	60.4	39.6	27.9	72.1	59.3	
(b) Small Mines	.	.	12,524	61.8	33.2	26.0	74.0	60.5	
4. <i>All-India</i>									
(a) Large Mines	.	.	3,84,635†	43.0	57.0	25.5	71.5	41.7	
(b) Small Mines	.	.	2,67,173	46.5	53.5	22.2	77.8	44.8	
			1,17,512†	34.9	65.1	31.2	68.8	34.6	
								65.4	

*Employed direct as well as through contractors.

†Excluding 27 unpaid apprentices.

contract labour, some contractors did not maintain registers either and often employed even children and paid them comparatively low wages. The question of contract labour system in coal mines featured on the agenda of the various meetings of the Industrial Committee on Coal Mining. As early as September, 1948, the Committee agreed with the principle of abolishing contract labour system but did not recommend any steps pending collection of further data. In August, 1956, the Committee decided that there should be no further extension of the contract system in coal mines. The matter again came up for discussion in the seventh session of the Committee held in April, 1960, and on its recommendation, the Government of India constituted a Court of Enquiry to go into the question. However, before the Report of the Court of Enquiry was published, representatives of employers and workers in the Industry concluded a bi-partite agreement in terms of which the contract labour system in coal mines was to be abolished with effect from the 1st of October, 1962. As a result of all these developments, when the present Survey was conducted, the percentage of contract labour in the Industry was found to have fallen to only about 11. Statement 2.7 shows the volume and extent of contract labour in coal mines in June, 1962.

STATEMENT 2.7

*Estimated Volume and Extend of Contract Labour in the Coal Mining Industry.
(June, 1962)*

Centre	1	Number of Mines	Percentage of Mines Employing Contract Labour	Total Number of Workers in the Industry	Number of Production Workers Employed Through Contractors		
					2	3	4	5
1. Bihar	..	465	15.2	183,755			14,674 (8.0)
(a) Large Mines	..	91	50.0	112,217			10,238 (9.1)
(b) Small Mines	..	374	6.8	71,538			4,436 (6.2)
2. West Bengal	..	206	29.3	1,17,987			12,016 (10.2)
(a) Large Mines	..	74	35.0	84,510			4,855 (5.7)
(b) Small Mines	..	132	26.1	33,477			7,161 (21.4)
3. Residual	..	87	43.0	82,970			14,177 (17.1)
(a) Large Mines	..	44	41.7	70,446			9,039 (12.8)
(b) Small Mines	..	43	41.4	12,524			5,138 (41.0)
4. All -India	..	758	22.2	3,84,712			40,867 (10.6)
(a) Large Mines	..	209	42.9	2,67,173			24,132 (9.0)
(b) Small Mines	..	549	14.4	1,17,539			16,735 (14.2)

NOTE.—Figures within brackets in column 5 are percentages to those in Col. 4.

It was found that only about 22 per cent. of the mines, at the all-India level, consisting of roughly 43 per cent. of the large units and 14 per cent. of the small ones, were employing contract labour. The proportion of such mines was the highest in the Residual Group (43%) and the lowest in Bihar (15%). For West Bengal, the corresponding figure was 29 per cent. With the exception of the Residual Group everywhere the proportion of mines employing contract labour was higher among large collieries. The proportion of workers employed through contractors was the highest in the Residual Group. Such workers constituted about 17 per cent. of the 'Production Workers' in the Residual Group, 10 per cent. in West Bengal and only 8 per cent. in Bihar.

Contract workers were engaged for all production processes in the Industry. They were found working as pick miners, underground and aboveground trammers, wagon loaders, stone and earth cutters, tub makers and repairers and coal raisers. Masonry jobs were also assigned to contractors. In some of the mines in West Bengal, it was noticed that the mine owners had entrusted the entire mining operations to contractors. Generally, two main reasons were put forward by managements for employing contract labour. Firstly, by employing such labour managements were able to do away with the botheration of administrative control, supervision and disbursement of wages, etc. And, secondly, works of intermittent nature like wagon loading, stone cutting, overburden removal and the like, could be got done more economically, efficiently and speedily through contract labour.

2.5. Employment Status

During the course of the present Survey information was collected on employment status of 'Production Workers' covered under the Mines Act and employed directly by managements (*i.e.*, excluding those employed through contractors). It may be mentioned here that classification of workers into permanent, temporary, etc., is regulated by the Industrial Employment (Standing Orders) Act, 1961. However, since this Act applies to only those establishments which employ a certain minimum number of workers, all coal mines had not framed such Standing Orders. Therefore, in the case of those units where framing of Standing Orders was not obligatory, or the same had not otherwise been framed, there was no firm basis for the classification of workers and reliance had to be placed on the managements' versions. The results obtained are set out in Statement 2.8.

In the country as a whole, nearly 70 per cent. of the workers were permanent, 19 per cent. temporary, and about 6 per cent. probationers. The rest (*i.e.*, roughly 5%) were *badlis*, casual workers, apprentices, etc. Everywhere, the proportion of permanent workers was invariably higher in large mines and that of temporary workers in small ones. The highest percentage of permanent workers (about 81) was in large mines in West Bengal, and of temporary workers (nearly 48), in small mines of Bihar.

2.6. Length of Service

A study of the distribution of workers according to their length of service was made during the course of the Survey. The data, collected in respect of 'Production Workers' covered under the Mines Act and employed directly by the managements, are presented in Statement 2.9.

STATEMENT 2.8

Estimated Percentage Distribution of Production and Related Workers Employed Directly by Employment Status (June, 1962)

Centre	Total Number of Production Workers	Percentage Distribution of Workers						Others*
		Permanent	Probationers	Temporary	Buddis	Casual	Apprentices	
1	2	3	4	5	6	7	8	9
1. Bihar	169,081	65.5	10.8	19.7	2.7	1.3	..	..
(a) Large Mines	101,979	76.9	17.5	1.3	4.3	..	..	..
(b) Small Mines	67,102	48.2	0.7	47.7	0.2	3.2	..	..
2. West Bengal	105,971	75.1	1.0	18.8	1.9	2.7	0.5	..
(a) Large Mines	79,655	80.7	1.3	14.0	1.7	1.9	0.4	..
(b) Small Mines	26,316	58.2	0.4	33.5	2.2	5.0	0.7	..
3. Residual	63,793	73.9	1.2	19.2	0.8	1.5	0.2	3.2
(a) Large Mines	61,407	75.3	1.4	17.0	0.3	1.7	0.2	3.6
(b) Small Mines	7,386	62.1	..	37.0	..	..	0.9	..
4. All India	343,845	79.2	5.9	19.3	2.0	1.8	0.2	0.6
(a) Large Mines	243,041	77.7	8.1	9.4	2.6	1.1	0.2	0.9
(b) Small Mines	100,804	51.8	0.5	43.2	0.7	3.5	0.3	..

*These were some Gorakhpuri labourers whose employment status had not been specified.

STATEMENT 2.9

Estimated Percentage Distribution of Production Workers Employed Directly According to Length of Service (June, 1962)

Centre	Total Number of Production Workers	Percentage Distribution of Workers Having Service of				
		Under 1 year	1 or more but under 5 years	5 or more but under 10 years	10 or more but under 15 years	15 years and above
1	2	3	4	5	6	7
1. Bihar						
(a) Large Mines	169,081	37.0	27.3	16.9	13.3	5.5
(b) Small Mines	101,979	26.1	25.4	22.0	17.8	8.7
2. West Bengal						
(a) Large Mines	67,102	53.5	30.2	9.2	6.5	0.6
(b) Small Mines	105,971	31.3	28.8	21.5	11.8	6.6
3. Residual						
(a) Large Mines	79,655	28.1	24.5	26.2	14.0	7.2
(b) Small Mines	26,316	40.9	41.9	7.5	5.2	4.5
4. All-India						
(a) Large Mines	67,801*	16.5	33.0	23.0	16.4	11.1
(b) Small Mines	61,407	14.5	31.4	24.9	17.7	11.5
(a) Large Mines	6,394*	35.4	48.5	5.2	4.0	6.9
(b) Small Mines	3,42,853*	31.2	28.9	19.5	13.5	6.9
(a) Large Mines	2,43,041	23.8	26.6	24.1	16.6	8.9
(b) Small Mines	99,812*	49.0	34.5	8.5	6.0	2.0

* Information about the length of service of the remaining 992 workers was not available.

In the Industry as a whole, it is estimated that on 30th June, 1962 nearly 31 per cent. of the 'Production Workers' had less than one year's service, 29 per cent. one or more but less than five years' service, about 20 per cent. five or more but less than ten years' service, nearly 13 per cent. ten or more but less than fifteen years' service, and only about 7 per cent. had to their credit a service of over fifteen years. Everywhere the proportion of workers with longer length of service was higher in large mines.

2.7. Absenteeism

No reliable statistics in regard to absenteeism were available on the records of the mines when Shri Deshpande conducted his enquiry in 1946. During the present Survey, data pertaining to absenteeism were collected only in respect of 'Production Workers' employed directly excluding casual, *badli* and unpaid workers. The information collected for 12 months from July, 1961 to June, 1962, for aboveground and underground workers separately, is presented in Statement 2.10.

The overall absenteeism rate of 16.5 in the entire industry, as reflected in the statement (2.10), cannot be considered to be high, particularly in view of the arduous nature of work in the coal mines. Unauthorised absence was not common amongst the coal miners because, there being no shortage of labour, the workers could ill-afford to lose their job on account of unauthorised absence. It is felt that the introduction of a Statutory Attendance Bonus Scheme in 1948, to act as a curb on absenteeism, has also been of no small consequence. Absenteeism rate everywhere was generally higher in the months of March to June. High rate of absenteeism in May and June was attributed partly to heat as well as rains and partly to the convention of performing marriages during this period of the year. The absenteeism rate was everywhere higher among underground workers, being 17.5, as compared to 14.1 in respect of surface workers. As amongst the different Centres the overall absenteeism rate (*i.e.*, for underground and aboveground workers combined), was the highest in Bihar (17.8) followed closely by the Residual Group (17.4), and West Bengal (13.8).

Since no records of absences by causes were usually kept by managements, it was not possible to collect statistics of absences by causes. However, the general information, which could be gathered from various sources, indicates that the main reason for absences was that the colliery labour was not entirely industrial labour, in the sense that they were attached to their homes and villages and considered it their primary duty to attend any social function, marriage, funeral ceremony or local festival of the village. Another factor was the link of workers with agriculture. It was observed that in all the Centres the absenteeism rate was comparatively higher during harvesting and sowing seasons.

2.8. Labour Turnover

Like absenteeism, labour turnover statistics were also not available from the records of the mines at the time of Shri Deshpande's enquiry. During the course of the present Survey, these statistics were collected for the twelve months, July, 1961 to June, 1962, in respect of 'Production Workers' covered under the Mines Act, excluding *badli* and casual workers as well as contract labour, and the results are presented in Statements 2.11 and 2.12.

STATEMENT 2.10

Absenteeism Rate in the Coal Mining Industry (July, 1961 to June, 1962)*

Month	Bihar			West Bengal			Residual			All-India		
	Above Ground	Under Ground	Overall	Above Ground	Under Ground	Overall	Above Ground	Under Ground	Overall	Above Ground	Under Ground	Overall Ground
1	2	3	4	5	6	7	8	9	10	11	12	13
July, 1961	.	.	.	14.4	19.0	17.5	9.7	14.0	12.7	13.7	18.2	16.9
August, 1961	.	.	.	14.7	17.7	16.7	10.3	14.8	13.4	11.1	17.2	15.4
September, 1961	.	.	.	14.9	16.3	15.8	11.2	13.7	13.0	11.0	18.1	12.6
October, 1961	.	.	.	13.6	17.4	16.2	10.1	14.3	13.0	12.4	17.1	15.4
November, 1961	.	.	.	14.7	18.4	17.2	10.5	12.7	12.1	13.7	18.8	15.0
December, 1961	.	.	.	15.5	18.0	17.2	12.8	12.3	12.5	12.1	18.5	15.1
January, 1962	.	.	.	14.8	17.4	16.6	13.2	13.1	13.1	11.8	18.6	15.6
February, 1962	.	.	.	15.9	16.8	16.5	12.7	14.7	11.1	13.1	18.6	16.7
March, 1962	.	.	.	16.6	19.8	18.8	13.1	15.5	14.8	13.1	19.4	16.4
April, 1962	.	.	.	16.2	19.5	18.5	13.6	15.2	14.7	16.1	19.9	15.6
May, 1962	.	.	.	17.2	21.7	20.3	15.7	18.0	17.3	19.1	21.3	16.4
June, 1962	.	.	.	16.9	23.5	21.4	13.5	16.1	15.3	15.4	21.3	14.0
Overall	.	.	.	15.5	18.8	17.8	12.2	14.5	13.8	13.8	18.9	17.5

*Percentage of man-days lost to the man-days scheduled to work.

STATEMENT 2.11

Accession Rate in the Coal Mining Industry (July, 1961 to June, 1962)

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Month	Bihar			West Bengal			Residual			All-India		
	Above Ground		Under Ground	Above Ground		Under Ground	Overall		Above Ground	Under Ground	Overall	
	1	2	3	4	5	6	7	8	9	10	11	12	13
July, 1961 .	5.6	5.3	5.4	3.5	6.5	5.6	0.6	1.2	1.0	3.9	4.9	4.5
August, 1961 .	7.8	5.9	6.5	3.9	7.6	6.4	0.4	1.3	1.0	5.1	5.6	5.4
September, 1961	7.9	6.9	7.2	5.1	7.3	6.6	0.3	1.0	0.8	5.5	5.9	5.8
October, 1961	6.5	5.0	5.5	4.3	6.7	6.0	0.9	1.0	1.0	4.7	4.8	4.8
November, 1961	6.1	6.7	6.5	3.1	6.4	5.4	0.9	1.7	1.5	4.2	5.6	5.2
December, 1961	5.9	7.2	6.8	3.3	6.9	5.7	0.7	0.9	0.8	4.1	5.9	5.3
January, 1962	7.3	7.4	7.4	3.0	6.6	5.5	0.5	0.9	0.8	4.7	5.9	5.5
February, 1962	6.8	6.7	6.7	3.5	6.7	5.7	0.4	1.1	0.9	4.6	5.7	5.3
March, 1962 .	6.2	5.8	5.9	3.1	6.5	5.5	0.7	0.9	0.8	4.2	5.2	4.8
April, 1962 .	7.6	5.1	5.9	3.0	7.7	6.2	1.1	1.3	1.2	5.0	5.2	5.1
May, 1962 .	7.5	5.5	6.2	3.4	6.8	5.7	0.7	0.5	0.6	5.0	5.0	5.0
June, 1962 .	6.2	5.8	5.9	3.0	7.4	6.0	0.6	0.8	0.7	4.2	5.3	4.9
Overall .	6.8	6.1	6.3	3.5	6.9	5.9	0.7	1.1	0.9	4.6	5.4	5.1

STATEMENT 2.12

Separation Rate in the Coal Mining Industry (July, 1961 to June, 1962)

23

Month	Bihar			West Bengal			Residual			All-India		
	Above Ground		Under Ground									
	1	2	3	4	5	6	7	8	9	10	11	12	13
July, 1961	5.8	4.6	5.0	3.9	4.9	4.6	0.1	1.5	1.0	4.0	4.1	4.0
August, 1961	4.6	4.3	4.4	4.6	4.8	4.7	0.7	1.2	1.0	3.9	3.9	3.9
September, 1961	4.4	6.2	5.6	4.0	5.9	5.3	0.4	0.9	0.8	3.5	3.1	4.6
October, 1961	5.6	5.2	5.3	3.2	6.9	5.8	0.3	0.9	0.7	3.8	5.0	4.6
November, 1961	6.5	6.2	6.3	3.0	6.3	5.2	0.4	1.2	0.9	4.2	5.3	4.9
December, 1961	4.4	4.9	4.8	2.8	5.2	4.5	0.4	1.1	0.9	3.1	4.3	3.9
January, 1962	5.3	6.5	6.1	3.9	6.6	5.8	0.1	0.7	0.5	3.9	5.4	4.9
February, 1962	5.0	5.4	5.3	2.8	4.6	4.1	0.2	0.8	0.6	3.5	4.4	4.1
March, 1962	5.7	5.9	5.8	3.2	5.6	4.9	0.7	0.7	0.7	4.0	4.8	4.6
April, 1962	5.9	4.9	5.2	3.5	6.1	5.3	0.7	1.0	0.9	4.2	4.6	4.4
May, 1962	5.9	5.1	5.4	3.6	6.1	5.7	0.7	1.0	0.9	4.2	4.8	4.6
June, 1962	6.1	6.4	6.3	3.4	6.8	5.7	0.6	0.6	0.6	4.3	5.4	5.1
Overall	5.4	5.5	5.5	3.5	5.9	5.1	0.4	1.0	0.8	3.9	4.8	4.5

As will be seen, the accession and separation rates in the Industry, in the country as a whole, were not very high, being of the order of 5.1 and 4.5 per cent., respectively. As regards monthly variations, the rate ranged from 4.5 per cent. to 5.8 per cent. in the case of accessions, and between 3.9 per cent. and 5.1 per cent. in the case of separations. At the all-India level, as also in individual Centres, the over-all accession and separation rates were found to be higher for underground workers and lower for those working aboveground. However, there was one exception to this rule as the accession rate in Bihar was slightly higher in case of aboveground workers. The rates of accession and separation everywhere were higher in small coal mines as compared to large ones.

As between different Centres, the overall accession rate was the highest in Bihar, being 6.3 per cent; West Bengal followed with a rate of 5.9 per cent. The rate was the lowest in the Residual Group *i.e.*, 0.9 per cent. The separation rate also followed a similar pattern, the over-all figures for Bihar, West Bengal and the Residual Group being 5.5, 5.1 and 0.8 per cent., respectively. It is thus clear that in comparison with the other two strata, labour turnover in the Residual Group of mines was very little.

An attempt was made during the Survey to collect information pertaining to separations by causes also. From the data as given by the managements and presented in Statement 2.13 it would be observed that quits† alone accounted for more than 97 per cent. of the separations in the Coal Mining Industry. The rest of the separations were due to discharge, dismissal, retirement, retirement or death.

STATEMENT 2.13

Estimated Percentage Distribution of Separations by Causes in the Mining Industry (July, 1961 to June, 1962)

Centre	1	Causes				5
		Discharge or Dismissals	Quits	Retirement or Death, etc.	Others@	
1. Bihar :	1	2	3	4		
Large Mines	1.8	93.0	0.2		*	
Small Mines	0.9	93.9	0.2		*	
2. West Bengal :	1.2	97.6	0.1		1.1	
Large Mines	1.7	96.5	0.1		1.7	
Small Mines	0.2	99.8	*		—	
3. Residual :	11.9	85.4	2.7		—	
Large Mines	14.7	81.9	3.4		—	
Small Mines	0.5	99.4	0.1		—	
4. All-India :	1.9	97.4	0.3		0.4	
Large Mines	2.1	96.6	0.3		1.0	
Small Mines	1.7	98.1	0.2		—	

*The percentages were negligible.

@Repatriated Gorakhpuri Labour.

*Quits are termination of employments initiated by employees because of acceptance of jobs elsewhere, dissatisfaction, marriage, maternity, ill-health, unauthorised absence, etc.

2.9. System of Recruitment

In 1946, Shri Deshpande had found that the whole position regarding the recruitment and supply of labour in the coalfields was haphazard and chaotic. He reported that the Industry was relying almost entirely on *Sirdars* and *Munshis* for recruitment of adequate labour force to keep the mines going. As against this, the results of the present Survey indicate that almost half of the working force (more than 49%) in the Industry in June, 1962 had been recruited direct by the managements at the mine premises. The proportion of workers thus recruited was about 64 per cent. in small mines and 44 per cent. in large ones. It was observed that the past practice of inducing workers to leave their home and hearth and work in a mine in the jungle was fast disappearing, and because of the comparatively better and attractive wages, colliery labour was available in plenty at the mine-site itself. Recruitment through intermediaries was only to the extent of about 26 per cent. of the workers in the Industry. These intermediaries were *Mistries* or jobbers, recruiters, labour contractors and gang *Sirdars*, and were responsible for recruiting about 8, 11, 4 and 3 per cent. of the workers, respectively. Nearly 9 per cent. of the employees were recruited through departmental heads, such as the Chief Personnel Officer, the Chief Mining Engineer, etc. These were generally clerical, professional, technical and administrative personnel. Not many persons were employed through Labour Offices in coal mines, as the all-India percentage of such workers was hardly 7. The systems of notifying vacancies to Employment Exchanges, and advertising the posts, were also found to be prevalent to a very limited extent; roughly 4 per cent. of the workers had been recruited through the former and 3 per cent. through the latter. The remaining about 2 per cent. of the employees had been recruited through other methods, such as, through the Central Recruitment Organisation or from a sister collieries of the National Coal Development Corporation, etc.

As regards the recruitment systems prevalent in the different Centres of the Industry, only in West Bengal the practice was not quite in line with the all-India pattern. In this Centre, of the total working force on 30th June, 1962 only about 37 per cent. had been recruited at mining premises. The corresponding figures for Bihar and the Residual Group were about 54 and 58, respectively. In West Bengal, it was observed that intermediaries were playing a prominent role in recruiting labour, since nearly 45 per cent. of the workers were engaged through them, as against roughly 19 per cent. in Bihar and 14 per cent. in the Residual Group of mines.

2.10. Training and Apprenticeship

As far back as 1931 the Royal Commission on Labour had drawn attention towards the dangers involved in allowing untrained and uneducated cultivators to work on coal faces without any training. At the time of Shri Deshpande's enquiry, training schemes existed only for lower and higher supervisory staff. Shri Deshpande observed that "if the Indian coal industry is to hold its own the training of the workers and particularly of the lower subordinate staff is a matter of vital importance".* When the present enquiry was conducted it is estimated that training and apprenticeship facilities existed in about 51 per cent. of the coal mines in the country, comprising about three-fourths of the units in West Bengal and nearly 42 per cent. each of the mines in Bihar and the Residual Group.

*Report, p. 25.

The fact that all large mines in West Bengal had such facilities deserves mention. At the all-India level, it was found that training and apprenticeship schemes existed in more of large establishments than in small ones, their respective percentages being about 79 and 40. However, only about one-tenth of the units having training facilities had regular schemes for the purpose, in the remaining nearly 90 per cent. of the mines these schemes had been formulated on an *ad hoc* basis. Besides these schemes, which had been introduced voluntarily by managements, a number of training institutes and polytechnics were functioning in the country under the auspices of Central/State Governments, where training was being imparted in different managerial and technical occupations.

The trades or occupations in which training was being imparted were many and varied. These were the jobs of Mining Engineer, Surveyor, Electrical Engineer, Mechanical Engineer, Mining *Sirdar*, Overman *Sirdar*, Mining Apprentice, Electrical Apprentice, Electrician, Shot Firer, Boiler Fireman, General Miner and even Loader. The duration of training for most of the jobs was two or three years. As regards payment during the period of training, it depended on the nature and importance of the job and ranged from Rs. 50 per month, in the case of Electrician and Surveyor, to Rs. 350 per month for Mining Engineer. With the exception of a very few units each in West Bengal and the Residual Group, nowhere employment was guaranteed on completion of training.

CHAPTER III

WAGES AND EARNINGS

The wage structure of the Coal Mining Industry at the time of the present Survey had developed through a series of awards of Boards of Conciliation, Industrial Tribunals, etc., and was consequently much more rational than when Shri S. R. Deshpande conducted his enquiry in 1945. The first attempt towards rationalisation and standardisation of wage rates, etc., was made by a Conciliation Board in 1947. After a lapse of nearly nine years, i.e., in 1956, the wage structure was revised once again by the award of the All-India Industrial Tribunal (Colliery Disputes) and the decisions of the Labour Appellate Tribunal on various appeals of workers and managements. Demands relating to emoluments, etc., of colliery workers were again examined by Shri A. Das Gupta, who was appointed as an Arbitrator by mutual agreement in a tripartite conference of representatives of Government of India and workers' and employers' organisations. The main developments in the wage structure in the industry since the enquiry of Shri Deshpande are discussed below:—

In 1945, when Shri Deshpande conducted the enquiry there was no uniformity in the rates of wages and allowances paid to workers in the different centres of the industry and at times even in the same centre. For instance, Shri Deshpande's report shows that the average daily net earnings of underground *Hazri Mazdoors* in the Jharia Coalfield were Re. 0.80, as against Re. 0.82 in the Raniganj coalfield, Re. 0.98 in Giridih and Bokaro and as much as Rs. 1.08 in the Punjab Coalfields. Similarly, in the Central Provinces, Bailing *Mazdoors* were earning Re. 0.49 a day in the Pench Valley but Re. 0.42 in the Wardha Valley. In the Assam Coalfields there were Miscellaneous *Mazdoors* whose average daily net earnings were as high as Rs. 1.51. In the matter of dearness allowance also there was no uniformity, the scale of payment being somewhat liberal in the railway collieries at Giridih and Bokaro (Bihar) and also in the coalfields in Assam, but not so in other centres of the Industry.

The award of the Conciliation Board, which became effective from May, 1947, for the first time fixed the minimum basic wage at Re. 0.50 per day. It also fixed a scale of payment of dearness allowance which varied from 150 per cent. of basic wage in the case of those getting up to Rs. 30 per month to 40 per cent. of basic wage, subject to a minimum of Rs. 67 per month, in the case of those getting between Rs. 100 and Rs. 300 per month. The Board also recommended payment of bonus at the rate of one-third of the basic wage to workers and continuance of cash concessions and supply of free rice to workers and estimated their value to be Re. 0.37 per day. The next major change in the wage structure was introduced by the award of the All India Industrial Tribunal (Colliery Disputes) in May, 1956. The Tribunal merged the cash value of food concessions with basic wage and raised the minimum basic wage to Re. 0.94 per day. It also classified all time-rated employees, other than clerical and monthly-rated staff, into ten categories and fixed their emoluments. For the lowest paid time-rated employees the monthly emolument was fixed at Rs. 69.06 comprising Rs. 32.50 as basic wage and Rs. 36.56 as dearness allowance. As regards piece-rated workers, the Tribunal held that standardisation in the sense of a uniform pattern was

not possible. However, it granted certain increases to the main categories of piece-rated workers, e.g., Pick-Miners, Trammers and Wagon Loaders. No change was recommended in regard to dearness allowance and the recommendations of the Board of Conciliation were endorsed. Two new features introduced by the Tribunal were payment of underground allowance at the rate of 12½ per cent. of basic wage and differential between the rates of wages of men and women doing similar work. Assessing the requirement of women workers on the basis of a smaller number of consumption units, the Tribunal recommended payment of 75 per cent. of wages payable to men doing similar work.

Both employers and workers appealed to the Labour Appellate Tribunal against various decisions of the Tribunal. Consequently, the award was reviewed and a number of changes were made. The Labour Appellate Tribunal did not consider it appropriate to treat bonus as a part of basic wage and held that it should be in addition to it. Hence, it raised the minimum basic wage from Re. 0.94 to Rs. 1.06 per day so that with dearness allowance still at 150 per cent. of the basic wage the overall monthly emolument remained at Rs. 69.06. It recommended higher valuation of foodgrain and other concessions and directed introduction of a scheme of payment of a variable dearness allowance to serve as a cushion against future rise in prices. Another important change made by the Appellate Tribunal was abolition of differentiation between men and women in matters of pay if doing similar work.

Certain demands were, however, again raised by employers and workers and it was decided in June, 1959, to refer them to Shri A. Das Gupta, ex-Member, Labour Appellate Tribunal, for arbitration. Shri Das Gupta's Award was published on 30th December, 1959 and came into force one month later. It applied to all collieries in the country except those situated in Assam and Andhra Pradesh. This award provided further benefits to colliery workers by way of introduction of incremental pay scales for time-rated workers, other than monthly-paid, who had already been categorised into ten categories by the Mazumdar Tribunal. It also prescribed rates of payment for certain jobs like stacking, screening, truck loading, loading of soft and hard coke, etc.

A Tripartite Wage Board for the Coal Mining Industry was set up by the Government in 1962 and the Board recommended grant of an interim relief of Re. 0.37 per day to all daily-rated (time-rated and piece-rated) workmen and of Rs. 9.75 per month to the monthly paid workmen with effect from 1st March, 1963. On representations from workers' organisations a second interim wage increase of Re. 0.19 per day to the daily-rated workers and of Rs. 4.87 per month to the monthly-rated workmen was also recommended by the Board to be given with effect from 1-1-1965. Both these recommendations were accepted by the Government and orders were issued for their implementation. The final recommendations of the Wage Board are, however, still awaited.

3.1. Wage Revisions

During the course of the present Survey, information relating to wage revisions affecting a majority of workers in the sampled mines since 1956 was collected. The available data show that about 96 per cent. of the coal mines in the country reported such revisions and in almost all

of them wages of the workers had been revised only once.* Whereas in West Bengal all mines had effected wage revisions, the percentage of such units in Bihar and the Residual Group was about 95 and 90, respectively.

Of the total wage revisions in the industry since 1956, a vast majority (*i.e.*, about 98%), had been brought about in accordance with the Mazumdar Award as modified by the Labour Appellate Tribunal. The remaining few were either in terms of the recommendations of the Pay Commission or of the Wage Board for Coal Mining Industry which provided an interim relief to the workers with effect from 1st March, 1963.*

3.2. Pay Periods

The data collected during the course of the present Survey show that workers were being paid wages either weekly or monthly. From the details given in Statement 3.1 it would be seen that week was the predominant pay period in the country as also in all the various Centres of the Industry.

STATEMENT 3.1.

Estimated Percentage Distribution of Workers According to Pay Periods in the Coal Mining Industry (June, 1962)

Centre	Estimated Total No. of workers† in the Industry	Percentage of Workers whose Pay Period was	
		Month	Week
1	2	3	4
1. Bihar	2,09,077	14.5	85.5
(a) Large Mines	1,29,981	18.0	82.0
(b) Small Mines	79,096	8.8	91.2
2. West Bengal	1,33,270	14.4	85.6
(a) Large Mines	95,217	14.4	85.6
(b) Small Mines	38,053	14.2	85.8
3. Residual	93,531	21.7	78.3
(a) Large Mines	80,016	23.4	76.6
(b) Small Mines	13,515	11.4	88.6
4. All-India	4,35,878	16.0	84.0
(a) Large Mines	3,05,214	18.3	81.7
(b) Small Mines	1,30,664	10.6	89.4

*The recommendations of the Wage Board for interim relief from 1-3-1963 had not been implemented in most of the cases till May, 1963, when the present Survey ended. Therefore, about 96 per cent. of the Coal mines reported only one wage revision since 1956.

†Covered under the Mines Act, 1952. Figures exclude unpaid workers. Their number was 613 in Bihar, 87 in W. Bengal and 1 in the Residual Group.

Weekly-paid employees constituted as many as 84 per cent. of the total, at the all-India level. Their proportion was the highest (about 86%) in Bihar and West Bengal and the lowest (nearly 78%) in the Residual Group of mines. In all the Centres the percentage of weekly-paid employees was higher among small mines. Large mines in the Residual Group had the highest percentage (about 23) of monthly-rated workers. Generally speaking, monthly payments were made to clerical, administrative, technical and supervisory staff.

3.3. Earnings

During the course of the Survey, information relating to man-days worked, and basic wages, dearness allowance and other emoluments earned by workers during a pay period immediately preceding the specified date (*i.e.*, June 30, 1962), was collected from each of the sampled mines. The data relate to workers covered under the Mines Act. Since 'Production Workers' constituted the bulk of the working force, information for this group was collected separately for men and women. Data relating to earnings of workers by occupations were, however, not collected as the Labour Bureau had already conducted a detailed occupational wage survey in 1958-59.

3.3.1. *Earnings of 'All Workers' and 'Production Workers'*

Based on the results of the present Survey, the average daily earnings of a worker in the Coal Mining Industry have been estimated at Rs. 4.32 during June, 1962. Centre-wise details appear in Statement 3.2.

STATEMENT 3.2

Estimated Average Daily Earnings of Workers in the Coal Mining Industry (June, 1962)

(In Rupees)

Centre	1	All Workers*	Production Workers†			All Production Workers
			2	3	4	
1. Bihar	.	4.30	3.96	3.42	3.91	
(a) Large Mines	.	1.41	4.12	3.44	4.07	
(b) Small Mines	.	4.12	3.71	3.40	3.67	
2. West Bengal	.	4.31	4.02	3.23	3.97	
(a) Large Mines	.	1.33	4.07	3.21	4.00	
(b) Small Mines	.	4.26	3.88	3.38	3.87	
3. Residual	.	4.35	4.21	4.11	4.20	
(a) Large Mines	.	4.43	4.23	4.11	4.23	
(b) Small Mines	.	3.92	3.96	3.99	3.96	
4. All-India	.	4.32	4.03	3.43	3.99	
(a) Large Mines	.	4.39	4.13	3.45	4.09	
(b) Small Mines	.	4.14	3.77	3.40	3.74	

*Covered under the Mines Act, 1952.

†Covered under the Mines Act, 1952 and employed directly.

The wage rates in the Coal Mining Industry having been standardised on a country-wide basis, the average daily earnings were more or less the same in all the three Centres, the variation being only to the extent of Re. 0.05. As would be seen from Statement 3.2, the daily earnings of a worker were Rs. 4.30 in Bihar, Rs. 4.31 in West Bengal and Rs. 4.35 in the Residual Group of mines. It was also observed that average earnings of workers in small mines were invariably lower than of those employed in large units, in all the three Centres, as also at the all-India level.

Taking only 'Production Workers' into account, their overall average earnings were naturally lower, being Rs. 3.99, as compared to those of daily 'all workers'. This was so because of the impact of higher pay of managerial, technical and administrative personnel on the earnings of 'all workers'. This was the position in the various Centres as well, excepting in small mines in the Residual Group. In small mines in the Residual Centre, while 'Production Workers' earned Rs. 3.96 a day, the earnings of 'all workers' were Rs. 3.92. This small difference was mainly due to the fact that in two of the small mines all 'Production Workers' were employed through contractors and their earnings were relatively lower than those of 'Production Workers' in other mines. Since earnings data in respect of 'Production Workers' were collected only for those who were employed direct and those in respect of all workers included all types of employees, whether employed direct or through contractors, the low figures of 'Production Workers' in the two mines in question pulled down the overall earnings of 'all workers'.

Women 'Production Workers' generally earned less than their male counterparts. In the Industry, as a whole, the average daily earnings of male and female 'Production Workers' were Rs. 4.03 and Rs. 3.43, respectively, i.e., the earnings of women constituted about 85 per cent of those of men. The reason for the lower earnings of women workers was, probably, the light nature of jobs on which women were employed. The difference in the earnings of men and women was more pronounced in large mines as compared to the small ones.

3.3.2. *Earnings of the Lowest paid 'Production Workers'*

Data in respect of earnings of the lowest-paid 'Production Workers' were collected separately. Such workers in the Coal Mining Industry were generally employed as *Mazdoors* who performed a variety of jobs like stone dusting, spraying, oiling, packing, white washing, welding, belt cleaning, plant washing, hauling, bailing, fitting, surveying and gas testing. Besides the general category of *Mazdoors*, the other lowest-paid occupations in the Industry were those of sand loader, safety lamp cleaner, diesel loco cleaner, shale picker, tub repairer, *khalasi* and pit-head bathroom cleaner. The average daily earnings of the lowest-paid 'Production Workers' *vis-a-vis* 'all workers' and all 'Production Workers' are set out in Statement 3.3.

The average daily earnings of the lowest-paid 'Production Workers' in the Industry were Rs. 3.46, i.e., about 87 per cent of the earnings of all 'Production Workers' and 80 per cent of the earnings of 'all workers'. As in the case of all 'Production Workers', the lowest-paid 'Production Workers' also had the highest earnings (Rs. 3.64) in the Residual Group of mines. In Bihar, they were getting, on an average, Rs. 3.20 a day.

while in West Bengal, their average daily earnings amounted to Rs. 3.15. In keeping with the general pattern of higher earnings in large mines, the daily earnings of the lowest-paid 'Production Workers' in large units of the Industry were Rs. 3.57, as compared to Rs. 3.35 in the small ones.

STATEMENT 3.3

Estimated Average Daily Earnings of the Lowest-paid Production Workers and Other in the Coal Mining Industry (June, 1962)

(In Rupees)

Centre	1	Average Daily Earnings of		
		Production workers	Lowest-Paid Production workers	All workers
1. Bihar	.	3.91	3.20	4.30
(a) Large Mines	.	4.07	3.28	4.41
(b) Small Mines	.	3.67	3.12	4.12
2. West Bengal	.	3.97	3.15	4.31
(a) Large Mines	.	4.00	3.19	4.33
(b) Small Mines	.	3.87	3.08	4.26
3. Residual	.	4.20	3.64	4.35
(a) Large Mines	.	4.23	3.68	4.43
(b) Small Mines	.	3.96	3.38	3.92
4. All-India	.	3.99	3.46	4.32
(a) Large Mines	.	4.09	3.57	4.39
(b) Small Mines	.	3.74	3.35	4.84

3.3.3. Earnings of Underground and Aboveground Workers:

As mentioned earlier, about 68 per cent. of the directly employed 'Production Workers' in the Industry were engaged in underground mining operations. During the course of the Survey, data in respect of earnings of underground and aboveground 'Production Workers' were collected separately and are presented in Statement 3.4.

In the country as a whole, the average daily earnings of an underground production worker were Rs. 4.13 as against Rs. 3.69 of those working aboveground. In other words, an underground worker earned about 12 per cent. more than an aboveground worker. This was no account of the underground allowance admissible to underground workers under the Mazumdar Award and retained by the Das Gupta Award. As in the case of all other types of workers, the earnings of underground 'Production Workers' were the highest in the Residual Group of mines (i.e., Rs. 4.32) and everywhere such workers earned more in large mines than small ones.

STATEMENT 3.4

Estimated Average Daily Earnings of Aboveground and Underground Production Workers in the Coal Mining Industry. (June, 1962)

(In Rupees)

Centre	1	Estimated Earnings of the Production Workers Employed		
		Earnings of All Production Workers*	Above ground	Under-ground
	2	3	4	
1. Bihar	.	3.91	3.66	4.03
(a) Large Mines	.	4.07	3.81	4.18
(b) Small Mines	.	3.67	3.48	3.79
2. West Bengal	.	3.97	3.57	4.14
(a) Large Mines	.	4.00	3.52	4.23
(b) Small Mines	.	3.87	3.77	3.90
3. Residual	.	4.20	3.94	4.32
(a) Large Mines	.	4.23	3.96	4.36
(b) Small Mines	.	3.96	3.67	4.04
4. All-India	.	3.99	3.69	4.13
(a) Large Mines	.	4.09	3.76	4.24
(b) Small Mines	.	3.74	3.55	3.84

* Covered under the Mines Act, 1952.

3.3.4. *Earnings of Clerical and Watch and Ward Staff.*

During the course of the present Survey, separate information was collected in respect of earnings, without break-up by components, of clerical employees and of persons belonging to the group 'Watch and Ward and Other Services'. The data are presented in Statement 3.5.

STATEMENT 3.5

Estimated Average Daily Earnings of Clerical and Watch and Ward and Other Services in the Coal Mining Industry (June 1962.)

(In Rupees)

Centre	1	Clerical and Related Workers (Including Supervisory Staff)		Watch and Ward and Other Services
		2	3	
1. Bihar	.	.	6.30	3.86
(a) Large Mines	.	.	6.68	3.87
(b) Small Mines	.	.	5.53	3.81

STATEMENT 3.5—*contd.*

	1	2	3
2. <i>West Bengal</i>	.	6.09	3.64
(a) Large Mines	.	6.13	3.67
(b) Small Mines	.	5.98	3.55
3. <i>Residual</i>	.	6.43	3.63
(a) Large Mines	.	6.66	3.65
(b) Small Mines	.	5.20	3.37
4. <i>All-India</i>	.	6.26	3.73
(a) Large Mines	.	6.50	3.74
(b) Small Mines	.	5.63	3.65

The average daily earnings of clerical and related workers (including supervisory) were Rs. 6.26, at the all-India level. As in other cases, their earnings were the highest in the Residual Centre, being Rs. 6.43 per day, as compared to Rs. 6.30 in Bihar and Rs. 6.09 in West Bengal. Everywhere such employees earned more in large mines than small ones. At the all-India level their earnings averaged Rs. 6.50 a day in large mines and Rs. 5.63 in small ones. A comparison of earnings of clerical and related workers with those of all 'Production Workers' and all workers given in Statement 3.2 would show that earnings of clerical staff were considerably higher.

As regards the earnings of persons engaged on watch and ward and other services, the results show that they were on an average, Rs. 3.73 per day in the Industry, as a whole. They varied only slightly from Centre to Centre and ranged from Rs. 3.63 in the Residual Group to Rs. 3.86 in Bihar. The difference in the earnings of these workers in large and small mines was also not much, the respective figures being Rs. 3.74 and Rs. 3.65 a day in the Industry, as a whole. Everywhere their earnings were lower than those of all "Production Workers". But they were higher than those of the lowest-paid 'Production Workers' in all but the Residual Group of mines.

3.4. Components of Earnings

A study of the break-up of the earnings data shows that basic wages and dearness allowance constituted the dominant components of the total earnings and other allowances constituted only a minor element. The details are given in Statement 3.6.

3.4.1. *Basic Earnings:*

Basic earnings, *i.e.*, the basic wages and dearness allowance, or consolidated wages, accounted for as much as 91.7 per cent. of the total earnings of workers in the Industry, as a whole. It was also observed in the course of the Survey, that except in the Residual Centre, the proportion of consolidated wages (*i.e.*, basic wage plus D.A.) to total earnings was always higher in small mines than in the large ones.

STATEMENT 3.6

Estimated Average Daily Earnings by components of Workers in the Coal Mining Industry (June, 1962)

(In Rupees)

Centre (Basic Wages & D.A. or Consoli- dated Wages)	1	2	3	4	5	6	7	8	9	10	11
		Basic Earnings	Production/ Incentive Bonus	Night Shift Allowance	House rent Allowance	Transport Allowance	Overtime Pay	Foodgrains Concession	Other Cash Allowances	Other Concessions	Total
1. Bihar											
(a) Large Mines		3.93 (91.39)	*	—	*	*	0.10 (2.33)	*	—	0.27 (6.28)	4.30 (100.00)
(b) Small Mines		3.99 (90.48)	0.01 (0.23)	—	*	*	0.12 (2.72)	—	—	0.29 (6.57)	4.41 (100.00)
2. West Bengal											
(a) Large Mines		4.00 (92.81)	*	—	*	*	0.03 (1.86)	—	—	0.23 (5.33)	4.31 (100.00)
(b) Small Mines		4.01 (92.61)	*	—	*	*	0.09 (2.08)	—	—	0.23 (5.31)	4.33 (100.00)

* Indicates that the expenditure was less than Re. 0.005 per m.n-day worked.
NOTE:—Figures within brackets are percentages to the total in column 11.

STATEMENT 3.6—*cond.*

	1	2	3	4	5	6	7	8	9	10	11
3. <i>Residual</i>											
(a) Large Mines		3.98 (91.49)	0.01 (0.23)	*	*	*	0.09 (2.07)	0.03 (0.69)	0.01 (0.23)	0.23 (5.29)	4.35 (1000.0)
(b) Small Mines		4.06 (91.65)	0.02 (0.45)	*	*	*	0.10 (2.26)	0.03 (0.68)	0.01 (0.22)	0.21 (4.74)	4.43 (100.00)
4. <i>All-India</i>		3.53 (90.05)	*	—	—	0.01 (0.25)	0.04 (1.02)	—	—	0.34 (8.67)	3.92 (100.00)
(a) Large Mines		3.96 (91.67)	0.01 (0.23)	*	*	*	0.09 (2.08)	0.01 (0.23)	*	0.25 (5.79)	4.32 (100.00)
(b) Small Mines		4.01 (91.34)	0.01 (0.23)	*	*	*	0.11 (2.51)	0.01 (0.23)	*	0.25 (5.69)	4.39 (100.00)

* Indicates that the expenditure was less than Re. 0.005 per man-day worked.

NOTE.—Figures within brackets are percentages to the total in column 11.

In accordance with the Award of the All-India Industrial Tribunal (Colliery Disputes), as modified by the decision of the Labour Appellate Tribunal, all the coal mines surveyed were found to be paying a separate dearness allowance to their employees getting up to Rs. 300 per month. The dearness allowance which was being paid consisted of two parts. The first part, called the primary part, was being paid as a percentage of basic wage and the rate varied according to wage groups, with a minimum fixed for each group. The rates were as follows:—

Basic Wage per Month	Dearness Allowance as a Percentage of Basic Wage	Minimum
Up to Rs. 30	150%	Nil.
Rs. 31 to Rs. 50	100%	Rs. 45
Rs. 51 to Rs. 100	66½%	Rs. 50
Rs. 101 to Rs. 300	40%	Rs. 67

The second part, introduced by the Labour Appellate Tribunal, was known as the Variable Dearness Allowance and it was linked with the All-India Average Consumer Price Index Number (General) (base 1949 = 100). Such a payment was recommended by the Labour Appellate Tribunal (L.A.T.) not only to provide an automatic cushion against any substantial rise in the cost of living in future but also as a substitute for the cash and food concessions abolished by the earlier Mazumdar Award. Deciding that for the purposes of future dearness allowance the wage structure should be pegged to the General Index Number 102* (1949 = 100) the L.A.T. had laid down as follows: "If the average of the monthly figures of the All-India Average Consumer Price Index Numbers (General) (base 1949 = 100) for each half year from January to June and from July to December of each calendar year should rise by more than 10 points over 102, the dearness allowance for the succeeding half year shall be raised by a flat amount of Rs. 4-14-0 per month for all, for each of such rises of 10 points. Likewise, if the average of the monthly figures of the All-India General Index Number falls by more than 10 points after it has risen as aforesaid, there shall be a reduction of Rs. 4-14-0 per month for each drop of 10 points, but not if below 102."(†).

The above two components of dearness allowance were applicable to both, time-rated as well as piece-rated workers. During June, 1962 the rate at which variable dearness allowance was payable was annas 6 (Re. 0.37) per day. In the case of piece-rated workers, the percentage component of dearness allowance was interpreted in the light of para 15 of Issue No. 1 of the Arbitration Award of Shri A. Das Gupta, which provided that if due to increased output of a piece-rated worker there is a change of his basic wage from one group to another, then the dearness

* This was the average for the first seven months of the year 1956.

† 'Decision of the Labour Appellate Tribunal of India in the Collieries Appeals'—p. 43.

allowance should continue to be calculated at the same percentage which his normal output would have attracted and the new percentage of the higher wage group would not come into play.

3.4.2. *Production/Incentive Bonus*

The results of the present Survey reveal that only about 7 per cent. of the coal mines in the country, all of them large-sized (*i.e.*, about 21 per cent. of all the units in Residual Group, 7 per cent. in West Bengal and 4 per cent. in Bihar), had introduced some schemes for the payment of production/incentive bonus to their employees. Apart from workers directly connected with production processes such as, coal cutters, tub-loaders, trammers, dressers, mining *sirdars*, overmen, shot-firers and haulage *mazdoors*, in some of the mines, administrative, clerical and supervisory staff for labour recruited through Coalfields Recruiting Organisation were also entitled to receive production/incentive bonus as they were the persons who were supposed to play an important role in increasing production. The schemes were nowhere applicable to all workers. The norms fixed and rates of payment were found to vary from unit to unit.

During June, 1962 the average daily earnings of workers on account of this component were only Re. 0.01, constituting an insignificant proportion of total earnings.

3.4.3. *Night Shift Allowance*

There was a solitary instance of a large mine in the Residual Group where a night-shift allowance was being paid. Only *chowkidars*, whenever employed on night duty, were entitled to it. The rate of payment was Re. 0.50 per week. For this obvious reason the share of this component in total earnings has not been reflected.

3.4.4. *House Rent Allowance*

Only about 6 per cent. of the coal mines in the country, comprising roughly 5, 6 and 8 per cent. of the units in West Bengal, Bihar and the Residual Group, respectively, reported payment of house rent allowance. At the all-India level, this allowance was being paid in about 16 per cent. of the large mines and only a very small percentage* of the small ones. The benefit of house rent allowance was restricted to a selected few. In most of the cases this allowance was payable to senior managerial, administrative, technical and supervisory staff. However, in some of the units, weigh bridge clerks and monthly-rated employees getting less than Rs. 400 per month were being paid house rent allowance. Such an allowance was being paid generally at the discretion of the managements and the rate of payment varied widely, that is from Rs. 8 p.m. in the case of weigh bridge clerks to Rs. 200 p.m. in the case of senior technical officers. In some of the mines house rent allowance was paid on a percentage basis, the rate being 7 per cent. of the basic pay. As the practice of paying house rent allowance was not widespread, the contribution of this allowance to total average daily earnings is negligible.

3.4.5. *Transport or Conveyance Allowance*

Information collected during the Survey shows that transport or conveyance allowance was being paid to certain employees in about 16 per cent. of the mines, consisting of nearly 36 per cent. of the large and

**i.e.* 2 per cent.

8 per cent. of the small units in the country. Whereas in West Bengal and the Residual Group the percentage of mines paying transport or conveyance allowance was about 17 each, for Bihar the corresponding figure was about 14 percent. Such an allowance was being paid in the form of car allowance, motor cycle allowance or cycle allowance and only to some limited categories of employees. Car allowance was admissible to Managers, Assistant Managers, Chief Engineers, Chief Medical Officers and other senior officials getting not less than Rs. 750 as basic pay. The rate of payment varied from Rs. 50 to Rs. 250 per month. In a number of cases no conditions were attached, while in others it was necessary for the person to own a car and use it regularly. Accountants, Medical Officers, Engineers and Labour Welfare Officers, etc., were entitled to motor cycle allowance at the rate varying from Rs. 13 per month to Rs. 50 per month. Cycle allowance was being paid in some of the mines to Sanitary Inspectors, Accountants, Clerks and also Medical and Welfare Officers. The amount paid varied from Rs. 3 to Rs. 15 per month. However, the common rate was Rs. 10 per month. As the practice of paying transport or conveyance allowance was not widely prevalent in the Industry and the beneficiaries were too few it accounts for an insignificant proportion of the total daily earnings of workers.

3.4.6. *Overtime Pay*

According to the findings of the present Survey, overtime work was not a regular feature in the Coal Mining Industry and hence this component was not reflected in earnings to any appreciable extent. On an average, it amounted to only Re. 0.09 per day constituting a very negligible proportion of the total daily earnings.

3.4.7. *Attendance Bonus*

In accordance with the Coal Mines Bonus Scheme, framed by the Government of India in terms of the Coal Mines Provident Fund and Bonus Schemes Act, 1948, all coal mines in the country were found to be paying a quarterly attendance bonus to their employees getting up to Rs. 300 per month as basic wages. However, as attendance bonus was paid on a quarterly basis, it is not reflected in Statement 3.6 as a component of earnings during June, 1962.

3.4.8. *Foodgrains Concessions*

The practice of supplying foodgrains, etc., at concession rates, which was widely prevalent at the time of Shri Deshpande's enquiry, was found to be almost non-existent when the present Survey was conducted. This is obviously due to recommendation of the Mazumdar Tribunal for the abolition of such an arrangement as it felt that it was a war time measure and there was no special reason why the managements should be saddled with such a responsibility. The present Survey shows that only a very insignificant percentage* of the mines in entire country were still supplying foodgrains at concession rates. The practice was altogether non-existent in collieries in West Bengal and in large mines in Bihar and small ones in the Residual Group. Only a few small units in Bihar, and some large ones in the Residual Centre, were still giving some foodgrain concessions to workers, the total earnings on account of which, at

* 0.5.

the all-India level, work out to Re. 0.01 only, constituting a negligible proportion of the average daily earnings.

3.4.9. *Other Concessions in kind*

The Survey results show that workers in coal mines in Bihar and West Bengal were not enjoying any concessions in kind. It was only in a large mine in the Residual Group that coal was being supplied free to workers. As a component of earnings this item was, thus, insignificant.

3.4.10. *Other Cash Allowances*

The most prominent among other cash allowances being paid in coal mines in the country was underground allowance. All the mines where underground work was being done (*i.e.*, about 78%) were paying this allowance to their underground workers. The rate of payment was the same as fixed by the Mazumdar Award, *viz.*, $12\frac{1}{2}$ per cent. of the basic wages for all categories of workers subject to a maximum of Rs. 12 per month. This allowance was available not only to workers who worked underground but also to workers going down in inclines as well as to those whose normal work was both on the surface and underground. Next in importance was load and lift allowance which was reported in about 22 per cent. of the mines in the country, comprising about 46 per cent. each of the units in West Bengal and Residual Group but only 7 per cent. of those in Bihar. In the country as a whole, this allowance was being paid in about 35 per cent. of the large coal mines as against 17 per cent. of the small ones. The allowance was permissible for miners and loaders. The rates of payment varied according to the size of the tub; for a tub of 36 cubic feet capacity the rates were the same as recommended by the Mazumdar Tribunal. The rates varied from Re. 0.08 basic and Re. 0.11 D.A. for a distance ranging from 50 feet to 100 feet to Re. 0.42 basic and Re. 0.55 D.A. for distances between 151 and 200 feet. For every 50 feet beyond 200 feet an additional Re. 0.25 basic with corresponding D.A. was payable.

Roughly 8 per cent. of the coal mines, almost all of them located in the Residual Group and West Bengal, reported payment of a tub pushing allowance. This allowance was payable to loaders when they had to push empty tubs beyond a distance of 100 feet. The rate of payment was a consolidated amount of Re. 0.06 per tub of 36 cubic feet for a distance of every 100 feet or a part thereof.

Nearly 18 per cent. of the coal mines had a system of paying servant allowance to managerial and technical or supervisory staff. In about 6 per cent. of the mines, trained first-aiders were being paid a first-aid allowance.

Apart from those allowances discussed above, there were various other allowances in existence in the Coal Mining Industry but the proportion of units paying them was very small and only a few employees were entitled to receive them. Payments on account of all these cash allowances comprised only 6.3 per cent. of the average daily earnings of workers in coal mines in Bihar and 5.3 in West Bengal and the Residual Group. In the country as a whole, Re. 0.25 a day were attributable to all these other cash allowances which accounted for 5.8 per cent. of the average daily earnings.

3.5. Profit and Annual Bonuses, etc.

Details of various bonuses paid to the workers in the Industry are briefly discussed below :

(i) Profit-sharing Bonus

During the course of the present Survey, no scheme of profit-sharing bonus was found operating in any of the coal mines surveyed.

(ii) Annual Bonus

Schemes for the payment of annual or year-end bonus to employees existed in only about 4 per cent. of the coal mines in the country, comprising nearly 11 per cent. of the large and a few small units. A centre-wise break-up shows that whereas in the Residual Group managements of about 18 per cent. of the mines were paying annual bonus, in Bihar and West Bengal the corresponding percentages were only about 3 and 2, respectively. Roughly 59 per cent. of the units, paying year-end bonus, had regular schemes for the purpose, while in the rest, payments were made on an *ad hoc* basis. In nearly 81 per cent. of the mines paying annual bonus the schemes were framed and introduced by the managements themselves. In the remaining units, bonus was being paid as a result of agreements with workers.

The rate of payment, which varied from unit to unit, ranged between one and four months' basic or full pay. As regards coverage, only managerial, or managerial, technical and supervisory staff were entitled to payment of annual bonus. In some cases, all those getting more than Rs. 300 or Rs. 400 p.m. as basic pay were being paid year-end bonus.

(iii) Festival Bonus

Like profit-sharing bonus, the practice of paying festival bonus also was altogether non-existent in the Coal Mining Industry.

(iv) Other Bonuses

Other bonuses in this Industry were of two kinds *viz.*, half-yearly and *ad hoc*. While half-yearly bonus was being paid in nearly 5 per cent. of all mines the system of paying *ad hoc* bonus was reported in only three large mines in Bihar. Units paying half-yearly bonus were situated either in Bihar or West Bengal and about 74 per cent. of them were having regular schemes. The schemes of half-yearly bonus payment were introduced at managements' discretion in about 85 per cent. of the mines paying this bonus; in the rest of the units, they came into force by virtue of mutual agreements between employers and employees. In all these mines the beneficiaries were officers only. There was no uniformity with regard to rate of payment, but, generally, one month's basic pay was allowed as a half-yearly bonus. In one small mine in Bihar, this bonus was being paid at a flat rate varying from Rs. 1,500 in the case of Agent-cum-Manager of the mine to Rs. 600 for the Assistant Manager. The condition attached for bonus payment was that there should be no accidents in the mine during the period to which bonus related. In a large mine in Bihar, it was observed that the rate of half-yearly bonus varied from individual to individual and was kept strictly confidential. The conditions attached to payment of half-yearly bonus were left to management's discretion in a number of cases, while in some others,

good and efficient work during the six-month period was the reckoning factor. Like annual bonus, half-yearly bonus in coal mines was also being paid only to officers.

Of the three large mines in Bihar paying *ad hoc* bonus, in one it was payable to all those whose basic pay was more than Rs. 400 per month, but in the other two units, the pay limit was only Rs. 300 per month. The condition attached to payment was common to all the three units, namely, that the officer concerned must have been on the Company's rolls from 1st April to 31st March of the bonus year. The rate at which *ad hoc* bonus was being paid was also the same in all the three mines, being 182 per cent. of the officer's basic pay at the close of the bonus year.

3.6. Fines and Deductions

The Survey results show that the practice of imposing fines was almost non-existent in the Coal Mining Industry. Of the mines surveyed, only two large units in the Residual Group were imposing fines. Fines registers were being maintained in both these units. Deductions were, however, being made in about 8 per cent. of the mines in the country made up of, roughly, 5, 9 and 14 per cent. of the units in West Bengal, Bihar and the Residual Group, respectively. Deductions were everywhere in conformity with the provisions of the Payment of Wages Act and proper registers for the purpose were being maintained.

3.7. Control over Payment of Wages to Contract Labour

Though it is not obligatory for managements to exercise control over payment of wages to contract labour, it was found during the course of the Survey, that of the mines employing contract labour (about 22%) such a control was being exercised in about 72 per cent. consisting of all units in the Residual Group, about 68 per cent. in Bihar and nearly 59 per cent. in West Bengal. In most of the cases payment to contract labour was being made in the presence of the Labour/Welfare Officer of the unit or some other official of the management who certified that payments had been made correctly. In some of the mines, the practice was that pay sheets in respect of contract labour were prepared or checked by the management's staff and then, at the time of disbursement also, a representative of the management was present. Complaints about short payments, if any, were also looked into by some of the managements and suitable action was taken.

CHAPTER IV

WORKING CONDITIONS

4.1. Shifts

The survey results show that three shift working was most common in coal mines in the country. At the time of the Survey as many as 69 per cent. of the units were working three shifts a day. West Bengal had the highest percentage (86) of mines working three shifts. In fact in this Centre all the large mines worked round the clock. Mines belonging to the Residual Group were next in the order where nearly 79 per cent. of them worked three shifts, whereas in Bihar, the corresponding figure was about 59 per cent. In quite a number of mines working three shifts there was overlapping of shifts. Only about 15 per cent. of the coal mines in the country were running double shifts, and the remaining nearly 16 per cent. of the units worked only one shift. Details are set out in statement 4.1.

STATEMENT 4.1

Estimated Percentage Distribution of Coal Mines According to Number of Shifts Worked, etc.

(1962-63)

Centre	Number of mines	Percentage of mines having			Percentage of mines having night shift
		One shift	Two shifts	Three shifts	
1	2	3	4	5	6
1. Bihar					
	465	20.6	20.0	59.4	67.0
(a) Large Mines	91	4.2	8.3	87.5	91.7
(b) Small Mines	374	24.6	22.8	52.6	61.0
2. West Bengal					
	206	8.4	5.6	86.0	57.1
(a) Large Mines	74	—	—	100.0	90.0
(b) Small Mines	132	13.0	8.7	78.3	39.1
3. Residual					
	87	11.0	9.7	79.3	79.3
(a) Large Mines	44	—	8.3	91.7	91.7
(b) Small Mines	43	22.2	11.1	66.7	66.7
4. All-India					
	758	16.1	14.9	69.0	65.8
(a) Large Mines	209	1.8	5.4	92.8	91.1
(b) Small Mines	549	21.6	18.5	59.9	56.2

Night shift* was being worked in about two-thirds of all mines in the country. Normally it is assumed that a three-shift-working mine would have a night shift. But it was observed that in some of the cases it was not so. The reason was that the shift timings overlapped in such a way that none of the three-shifts could qualify for being called a night shift. On the other hand, there were instances where a mine worked only two shifts and one of them was a night shift. The percentage of night-shift-working mines was the highest (about 79) in the Residual Group and the lowest (nearly 57) in West Bengal. In Bihar, about 67 per cent. of the coal mines worked during the night. Almost all night-shift-working mines had a regular system of transferring workers from day shift to night shift and *vice-versa*, and the period after which this change-over was effected was a week in all the cases.

4.2. Hours of Work

When Shri Deshpande conducted his enquiry, the permissible limit of daily hours of work under the Mines Act, 1923, which was in force at that time, was nine for underground workers and ten for surface workers. He, however, found that in 74 out of the 176 sampled coal mines, where underground work was carried on (*i.e.*, in about 42%), the hours of work were eight only in spite of the permissible limit of nine. Similarly, for surface work although a 10-hour day was allowed under the Act, 115 out of 198 mines (or about 58%), worked for only eight hours a day, and 61 out of 198 (or about 30%), for nine hours a day. Fixing the limit of weekly hours of work at 48, the Mines Act, 1952 reduced the daily hours of work for surface and underground workers to eight and nine, respectively.

Data collected during the present Survey show that about 78 per cent. of the coal mines in the country carried an underground work and the hours of work for underground workers were everywhere 8 per day and 48 per week. For surface workers also, the hours of work were not more than 8 per day in any of the mines surveyed, although the Mines Act allows a 9-hour day for such workers. In fact in only 4.4 per cent. of the large mines in Bihar hours of work were less than 8 per day. Everywhere else the daily hours of work were only 8. Thus at the all-India level 99.5 per cent. of the mines had an 8 hour day for surface workers.

As mentioned elsewhere in this Report, only about 11 per cent. of 'Production Workers' in the Industry were employed through contractors. It was found during the Survey that such workers were required to put in the same number of hours of work as direct labour in the concerned mines. Night shifts, wherever worked, were invariably of 8 hours.

As regards the practice prevailing at the time of the present Survey in respect of spread-over and rest intervals in the coal mines, the data collected appear in Statements 4.2 and 4.3. Since in mines doing underground work, the duration of spread-over was uniformly 8 hours and no rest interval was being given at all to underground workers, the break-up is given only in respect of surface workers.

*For the purpose of the Survey, a night shift was treated as one whose majority of working hours fell between 10 p. m. and 6 a. m.

STATEMENT 4.2

Estimated Percentage Distribution of Coal Mines According to Duration of Spread-over (1962-63)

Centre	Total Number of Mines	Percentage of Mines Em- ploying surface workers	Percentage of Mines where Duration of Spread-over for Surface Workers was					
			8 hours	8½ hours	9 hours	10 hours	11 hours	12 hours
1	2	3	4	5	6	7	8	9
1. <i>Bihar</i> . . .	465	99.2	42.4	—	8.6	48.2	0.8	—
(a) Large Mines .	91	95.8	73.9	—	—	21.7	4.4	—
(b) Small Mines .	374	100.0	35.1	—	10.5	54.4	—	—
2. <i>West Bengal</i> . .	206	94.4	53.2	2.9	—	40.9	—	3.0
(a) Large Mines .	74	100.0	70.0	—	—	30.0	—	—
(b) Small Mines .	132	91.3	42.9	4.8	—	47.6	—	4.7
3. <i>Residual</i> . . .	87	94.5	33.9	—	29.5	30.8	5.8	—
(a) Large Mines .	44	100.0	41.7	—	33.3	25.0	—	—
(b) Small Mines .	43	88.9	25.0	—	25.0	37.5	12.5	—
4. <i>All-India</i> . . .	758	97.4	44.3	0.8	8.6	44.3	1.2	0.8
(a) Large Mines .	209	98.2	65.6	—	7.2	25.4	1.8	—
(b) Small Mines .	549	97.0	36.1	1.1	9.2	51.6	0.9	1.1

STATEMENT 4.3

Estimated Percentage Distribution of Coal Mines According to Duration of Rest Interval (1962-1963)

Centre	Total Number of Mines	Percentage of Mines Employing Surface Workers	Percentage of Mines where Duration of Rest Interval for Surface Workers was					
			No rest interval	$\frac{1}{2}$ hour	One hour	Two hours	Three hours	Four hours
1	2	3	4	5	6	7	8	9
1. <i>Bihar</i> . . .	465	99.2	41.6	0.8	8.6	48.2	0.8	—
(a) Large Mines .	91	95.8	69.6	4.3	—	21.7	4.4	—
(b) Small Mines .	374	100.0	35.1	—	10.5	54.4	—	—
2. <i>West Bengal</i> . .	206	94.4	53.2	2.9	—	40.9	—	3.0
(a) Large Mines .	74	100.0	70.0	—	—	30.0	—	—
(b) Small Mines .	132	91.3	42.9	4.8	—	47.6	—	4.7
3. <i>Residual</i> . . .	87	94.5	33.9	—	29.5	30.8	5.8	—
(a) Large Mines .	44	100.0	41.7	—	33.3	25.0	—	—
(b) Small Mines .	43	88.9	25.0	—	25.0	37.5	12.5	—
4. <i>All-India</i> . . .	758	97.4	43.8	1.3	8.6	44.3	1.2	0.8
(a) Large Mines .	209	98.2	63.7	1.9	7.2	25.4	1.8	—
(b) Small Mines .	549	97.0	36.1	1.1	9.2	51.6	0.9	1.1

As mentioned above, underground workers were not allowed any rest interval and hence the spread-over in their case was equal to the hours of work, *i.e.*, 8 hours. It was observed that because of the arduous nature of work, underground workers, majority of whom were piece-rated, did not work continuously for eight hours and took rest intermittently for short intervals. Underground workers in some of the mines were also able to take rest during and for some time after the process of blasting. The Mines Act specifically provides that no surface worker should be allowed to work continuously for more than five hours unless he is allowed a rest interval of at least half an hour. However, it was found that no rest interval was being given to surface workers in about 44 per cent. of the mines with the result that the spread-over was equal to eight hours. The percentage of mines where surface workers had no rest interval is estimated to be 53 in West Bengal, nearly 42 in Bihar and about 34 in the Residual Group. The percentage of mines where surface workers had a 2-hour break for rest, and where, consequently, the spread-over was equal to 10 hours, was also about 44. These consisted of about 48 per cent. of the units in Bihar, nearly 41 per cent. in West Bengal and roughly 31 per cent. in the Residual Group. About 9 per cent. of all coal mines in the country reported a one-hour rest interval and a 9-hour spread-over for their surface workers. In the remaining nearly 3 per cent. of the mines, the duration of spread-over was $8\frac{1}{2}$ hours, or 11 hours, or 12 hours, depending upon the period of rest interval, *i.e.*, $\frac{1}{2}$ hour, 3 hours or 4 hours. It would thus be seen that the provisions of the Mines Act, 1952, that the spread-over should not exceed 8 hours in the case of underground work and 12 hours for work aboveground were universally respected.

4.3. Conservancy

On the question of conservancy and sanitation Shri Deshpande had reported in 1946 that in all the coalfields visited, no provision had been made for any sanitary arrangements underground, and generally speaking, both in Jharia and Raniganj no sanitary arrangements had been provided on the surface. In the Central Provinces, however, such arrangements were found to have been made in a few cases but they were generally inadequate.

The Mines Act, 1952 has made it obligatory for every mine to maintain an adequate number of latrines and urinals for the use of workers, separately for men and women, and has laid down the specific scale and standards of such arrangements. On the basis of the information gathered in the course of the present Survey, it is estimated that in 1962-63 about 92 and 63 per cent. of the coal mines in the country as a whole, had provided latrines and urinals, respectively. The following Statement (4.4), which gives details relating to conservancy arrangements existing in coal mines, may be of interest in this connection.

It will be seen from the Statement that about 97 per cent. of the coal mines in West Bengal had provided latrines as against nearly 90 per cent. in Bihar and 89 per cent. in the Residual Group. The compliance was cent. per cent. in large mines. Separate information about number of mines providing latrines underground and on the surface is not available. However, on the basis of general observations made by the field staff, it can be stated that wherever latrines had been provided underground they generally remained unused as workers preferred the nearby disused galleries to the latrines which, in the absence of adequate arrangements for immediate cleaning, remained stinking.

STATEMENT 4.4

Conservancy Arrangements in Coal Mines in 1962-63

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Centre	Number of Mines	Estimated Percentage of Mines									
		Providing		Where Latrines were of			Providing			Where	
		Latrines	Urinals	Water- borne Sewer or septic Tank Type	Dry Bore Hole or Dry Type Pan	Water- borne Hole or Dry Type Pan	Other Types	Water Near Latrines	Latrines were Pro- perly screened	Employing Women and hav- ing Sepa- rate Arra- ngements for Them*	
1	2	3	4	5	6	7	8	9	10	11	
1. Bihar:	.	.	.	465	90.5	67.8	7.8	65.4	17.8	9.0	32.5
(a) Large Mines	.	.	.	91	100.0	75.0	29.2	37.5	33.3	..	66.7
(b) Small Mines	.	.	.	374	88.1	66.1	1.9	73.1	13.5	11.5	23.1
2. West Bengal:	.	.	.	206	97.2	59.6	40.6	45.5	11.1	2.8	25.2
(a) Large Mines	.	.	.	74	100.0	65.0	40.0	30.0	30.0	..	45.0
(b) Small Mines	.	.	.	132	95.6	56.5	40.9	54.5	..	4.6	13.6
3. Residual:	.	.	.	87	89.0	46.0	29.8	70.2	..	..	39.3
(a) Large Mines	.	.	.	44	100.0	58.3	41.7	58.3	..	..	58.3
(b) Small Mines	.	.	.	43	77.8	33.3	14.3	85.7	..	..	14.3
4. All-India	.	.	.	758	92.1	63.1	19.6	60.2	13.9	6.3	31.2
(a) Large Mines	.	.	.	209	100.0	68.0	35.6	39.2	25.2	..	57.2
(b) Small Mines	.	.	.	549	89.1	61.2	12.8	69.2	9.1	8.9	20.0

*The percentages relate to mines providing latrines as also employing women.

Note.—Figures in cols. 9 and 10 are percentages of those in col. 3.

The arrangements made were generally of old type as about three-fifths of the mines, consisting of nearly 39 per cent. of the large and 69 per cent. of small ones, had provided latrines of dry type bore-hole or dry type pan, or both. The proportion of mines where latrines were of water-borne sewer or water-borne septic tank type was only about 20 per cent. at the all-India level. In about 14 per cent. of the coal mines providing latrines, the same were of two types, *i.e.*, some of the latrines were in the form of dry type pans and others were of the water-borne septic tank type. In the rest of the mines (about 6%), some other arrangements, *e.g.*, dry type without pans, had been made.

Construction of latrines was, almost everywhere of the permanent type. The floors of latrines were impervious in roughly 89 per cent. of the mines having them, whereas latrine walls had been plastered or tarred and made impervious in almost all cases. As regards screening arrangements, they were found to be adequate in as many as about 98 per cent. of the mines having latrines. The few defaulting units were small size mines in the Residual Group and West Bengal. It was observed that only about 31 per cent. of the mines, comprising nearly 57 per cent. of the large and only one-fifth of the small units had provided water taps in or near the latrines.

The Survey has also revealed that whereas about 86 per cent. of the mines having latrines employed women workers, not all of them had provided separate latrines for their women employees. About 10 per cent. of these mines were reported to have not observed the law in this regard.

As shown by Statement 4.4, urinals existed in about 63 per cent. of the coal mines in the country, comprising about 68 per cent. of the mines in Bihar, 60 per cent. in West Bengal and only 46 per cent. in the Residual Group. Urinals in approximately 95 per cent. of the mines having them had been properly screened to provide privacy. The defaulting units were located in Bihar and West Bengal. Like latrines, urinals were also almost everywhere, of permanent construction, and, excepting a few mines (only about 3%), in all others the urinal walls had either been plastered or tarred. However, the floors were not found to be impervious in only about 15 per cent. of the coal mines providing this facility.

About 86 per cent. of the coal mines, having urinals, employed women but separate arrangements for them had been made only in about three-fourths of such mines.

From such information regarding urinals underground as is available, it appears that the necessity of constructing urinals underground had not generally been felt by the managements. Workers generally used galleries and dark areas for the purpose.

4.4. Leave and Holidays

At the time of Shri Deshpande's enquiry the practice of granting leave with pay to employees was not very popular in coal mines. Since then, however, there has been considerable improvement in this direction. The Mines Act, which was passed in 1952, provides for the grant of only annual leave (earned leave) with pay to mine workers but either as a result of convention or as a consequence of agreements or adjudication awards the system of granting various types of leave and holidays with

pay has now come into vogue in a large number of coal mines in the country. The following Statement 4.5 based on the data collected during the present Survey, shows the prevailing practice in regard to granting of leave and holidays with pay in coal mines in the country.

4.4.1. *Earned Leave*

From Shri Deshpande's report, it would appear that there was no system of granting leave with pay to daily-rated or piece-rated workers in any of the collieries covered in the Jharia coalfield. Labour employed by the Railway collieries was, however, entitled to leave on average pay after putting in not less than three years' service. The present Survey has revealed that all coal mines in the country were granting earned leave with pay to their employees. They were, generally, following the provisions of the Mines Act, 1952 in regard to period of leave, qualifying conditions, rate of payment, etc. In order to obtain a precise picture of the extent of benefit actually enjoyed by workers, statistics were collected about the number of workers who availed of leave during 1961 and the extent of leave enjoyed by them. Statement 4.6 shows the estimated average daily number of workers employed in the Industry in 1961 and the number of workers who enjoyed leave according to the number of days availed.

It has been estimated that about 64 per cent. of the workers in the Industry, as a whole, availed of earned leave during 1961. The proportion of workers who enjoyed leave varied from about 61 per cent. in Bihar to nearly 74 per cent. in the Residual Group of mines. The corresponding figure for West Bengal was about 62 per cent. It was found that everywhere the percentage of workers who availed of earned leave was lower in small mines as compared to the large ones. At the all-India level, about 74 per cent. of the workers in large coal mines availed of earned leave as against only about 41 per cent. of those employed in small units.

Of those who availed of leave during 1961, about 41 per cent. took it for a period of 11 to 15 days and 28 per cent. for 16 to 20 days. Those taking leave up to 10 days formed about 17 per cent. of the total. Roughly 11 per cent. of the employees remained on leave for a duration of over 20 and up to 30 days, while rest of the workers enjoyed earned leave for over 30 days during the year.

4.4.2. *Casual Leave*

The practice of giving casual leave to the workers was not common in the Coal Mining Industry. The Survey shows that only about one-fifth of all mines, i.e., nearly 39 per cent. of the large and 12.6 per cent. of small ones,* were allowing this leave. In the three Centres of the Industry there were considerable variations in the proportion of mines providing casual leave facility. In the Residual Group about 68 per cent. of the coal mines were granting casual leave to their employees as against only about 17 per cent. in Bihar and 6 per cent. in West Bengal. The reason for the high percentage of such units in the Residual Group was, that they comprised a high proportion of public sector mines, which were generally governed by leave rules applicable to Central Government employees.

STATEMENT 4.5

Estimated Percentage of Coal Mines Granting Various Types of Leave and Holidays with Pay (During 1962-63)

Centre	Number of Mines	Percentage of Mines Granting				National and Festival Holl- days
		Earned Leave	Casual Leave	Sick Leave	5	
1	2	3	4	5	6	
1. Bihar:						
(a) Large Mines	465	100.0	16.9	96.5	100.0	
(b) Small Mines	91	100.0	37.5	95.8	100.0	
2. West Bengal:						
(a) Large Mines	374	100.0	11.9	96.6	100.0	
(b) Small Mines	206	100.0	6.4	100.0	100.0	
3. Residual:						
(a) Large Mines	74	100.0	10.0	100.0	100.0	
(b) Small Mines	132	100.0	4.4	100.0	100.0	
4. All-India:						
(a) Large Mines	87	100.0	68.3	94.5	100.0	
(b) Small Mines	44	100.0	91.7	100.0	100.0	
	43	100.0	44.4	88.9	100.0	
(a) Large Mines	758	100.0	19.9	97.2	100.0	
(b) Small Mines	209	100.0	39.2	98.2	100.0	
	549	100.0	12.6	96.8	100.0	

STATEMENT 4.6

Estimated Number of Workers Granted Earned Leave with Pay in the Coal Mining Industry (During 1961)

Centre	Number of Workers Employed in 1961	Average daily Number of Workers	Percentage of Workers who Enjoyed Leave	Percentage Distribution of Workers Who Enjoyed Leave						
				Up to 5 days	6 to 10 days	11 to 15 days	16 to 20 days	21 to 25 days	26 to 30 days	Over 30 days
1. Bihar:	1,84,198	1,13,158	61.4	4.9	11.9	43.4	25.4	7.5	4.3	2.6
(a) Large Mines	1,16,506	89,152	76.5	3.6	10.4	44.1	26.9	7.8	4.3	2.9
(b) Small Mines	67,692	24,006	35.5	9.9	17.5	40.4	19.9	6.3	4.2	1.8
2. West Bengal:	1,11,092	68,522	61.7	4.5	15.2	41.6	29.0	5.9	3.0	0.8
(a) Large Mines	78,269	55,003	70.3	3.1	12.7	43.5	30.8	6.5	2.9	0.5
(b) Small Mines	32,823	13,519	41.2	10.2	25.2	34.0	21.9	3.4	3.5	1.8
3. Residual:	78,595	57,901	73.7	4.2	11.2	36.4	31.7	6.8	6.9	2.8
(a) Large Mines	67,288	49,914	74.2	4.1	10.3	37.0	31.0	7.2	7.4	3.0
(b) Small Mines	11,307	7,987	70.6	4.7	17.2	32.7	36.2	4.6	3.1	1.5
4. All-India:	3,73,885	2,39,581	64.1	4.6	12.7	41.2	28.0	6.9	4.5	2.1
(a) Large Mines	2,62,063	1,94,069	74.1	3.6	11.0	42.1	29.1	7.3	4.7	2.2
(b) Small Mines	1,11,822	45,512	40.7	9.1	19.7	37.2	23.3	5.2	3.8	1.7

Of the mines granting casual leave, in about 79 per cent. the facility was available only to monthly paid employees and in a few others to monthly-rated as well as daily-rated workers. In nearly 16 per cent. of the mines, casual leave was generally allowed to managerial, technical, clerical and supervisory staff only or to those getting above Rs. 400 per month. In the rest of the units, the categories of workers whom casual leave was given, depended on managements' discretion.

As regards duration of casual leave, it was 8 to 15 days in a year in a majority of coal mines (about 61%) granting this leave, and up to 7 days in 29 per cent. of them. In the remaining 10 per cent. of the mines the period of casual leave was not fixed and was at the discretion of management.

Basic pay plus dearness allowance was payable in about 72 per cent. of the coal mines granting casual leave and only basic wage in another 20 per cent. In the remaining units, however, casual leave was allowed at full pay.

4.4.3. *Sick Leave*

At the time of Shri Deshpande's enquiry, sick leave on half average pay on medical certificate was being granted in Railway collieries to those employees who had put in not less than 10 years' service. In a group of collieries in Assam also, sick leave, not exceeding 30 days in a year, was being granted to all permanent workers on half pay. As against this, the results of the present Survey show that sick leave facility existed in as many as 97 per cent. of the coal mines in the country. Such a benefit was available to workers in all coal mines surveyed in West Bengal and 96 and 95 per cent. of those in Bihar and the Residual Group, respectively.

The benefit was available to all workers in the mines granting sick leave. In about 90 per cent. of the mines, allowing such leave, the duration was 14 days in a year, i.e., the period for which payment of sick *khoraki* was recommended by Shri Das Gupta. Sick leave was allowed for more than 14 days in about 5 per cent. of the mines and up to 7 days only in nearly 4 per cent. The period of sick leave was not fixed in the remaining few mines.

The rate of payment for sick leave, known as 'sick *khoraki*' was 50 per cent. of wages (basic + D.A.) as laid down in the Das Gupta Award, and in about 77 per cent. of the coal mines granting sick leave, the same was being followed. In the remaining units, full basic pay and dearness allowance, or consolidated wages, as the case might be, was payable for the duration of sick leave. Production of a medical certificate from the mine's Medical Officer or a Registered Medical Practitioner and completion of one year's service were the two common qualifying conditions for the grant of sick leave.

4.4.4. *National and Festival Holidays*

The practice of allowing festival holidays to the workers was reported by Shri Deshpande in only the Jharia coalfield. It was stated that collieries there generally remained closed on four holidays, viz., Durga Puja, Kali Puja, Cake Festival and Holi. The Mazumdar Tribunal

awarded seven paid holidays in a year including the three national holidays on Republic Day, Independence Day and Mahatma Gandhi's Birthday.

The results of the present Survey indicate that the practice of granting paid national and festival holidays to the workers had become universal in the Coal Mining Industry as in all the mines surveyed, such holidays were being given to all employees. In about 98 per cent. of the units, the number of these holidays was seven in a year as directed by the Mazumdar Tribunal. The proportion of mines allowing seven paid holidays in a year was about 92 per cent. in the Residual Group, 97 per cent. in West Bengal and cent. per cent. in Bihar. In the remaining few mines, comprising some large units in the Residual Group and some small ones in West Bengal, the number of national and festival holidays was more than 7 but up to 15 in a year.

Besides the above-mentioned leave and holiday facilities, a few mines were also granting certain other types of leave to some of their employees. These were, Founder's Day Leave, Privilege Leave to Managers and Engineers, Study Leave to technical officers, Apprentices' Leave and Sterilization Leave. However, the number of such mines was quite small.

4.5. Weekly offs

According to the findings of the present Survey all coal mines in the country were allowing a weekly-off to all their workers and were thus fulfilling the provision* of the Mines Act in this regard. In a vast majority of coal mines in the country (about 94%) no wages were paid to 'Production Workers' for the weekly day of rest. In the remaining units (*i.e.*, nearly 6%), however, weekly-off was given with wages to monthly paid employees.

*Which says: "No person shall be allowed to work in a mine on more than six days in any one week."

CHAPTER V

WELFARE AND AMENITIES

Welfare activities undertaken by employers and various amenities provided to workers fall under two distinct categories (a) Obligatory, *i.e.* those prescribed under the Mines Act, 1952; and (b) Non-obligatory or voluntary, *i.e.*, those which are not statutory but are being provided by employers of their own accord as a moral obligation or in a spirit of benevolence. Details collected during the present Survey relating to both the type of facilities are discussed in the following paragraphs.

(a) OBLIGATORY

5.1. Drinking Water Facilities

In 1945-46, when Shri S. R. Deshpande conducted his enquiry, it was found that except for Assam, where water was carried in tanks underground and supplied to workers in most of the collieries, generally speaking, no arrangements for the supply of drinking water either underground or on the surface had been made in any of the important coalfields in the country. Notwithstanding almost negligible expenditure involved in providing this basic amenity to workers, the employers in this industry, in general, had not given any serious thought to complying with the provisions of the law in this regard.

Information collected during the course of the present Survey shows that there has been considerable improvement since then. At the time of the Survey about 98 per cent. of the coal mines in the country, comprising all the large mines and nearly 98 per cent. of the small mines, had made suitable arrangements for the supply of drinking water to workers. All the defaulting small mines were located in Bihar. The type of arrangements varied from region to region. In Bihar, West Bengal and the Residual Group, the predominant systems were taps, tube-wells and buckets/drums respectively. Most of the establishments providing water in buckets, drums or earthen pitchers were found to be maintaining these containers clean. The following Statement 5.1 shows the distribution of coal mines in the various centres according to the type of arrangements made :—

The Mines Act prohibits the location of any drinking water point within 20 feet of any washing place, latrine, or urinal. In the course of the present Survey, it was noticed that in none of the mines covered, the drinking water points were situated within the prohibited distance.

The Survey results show that slightly more than 52 per cent of the coal mines, comprising about 52 per cent. of the large mines and about 53 per cent. of the small mines, in the country had made arrangements for supplying cool drinking water to workers. The percentage of mines having such arrangements in West Bengal, Bihar and the Residual Group was 61, 51 and 47 respectively. Generally, earthen pitchers were used for supplying cool drinking water.

5.2. Bathing Facilities

Considerable emphasis was laid by the Royal Commission on Labour, on the importance of bathing facilities for coal miners in order to safe-

STATEMENT 5.1

Drinking Water Facilities in Coal Mines (1962-63)

Centre	Number of Mines	Estimated Percentage of Mines Where Drinking Water Arrangements was Found To be			Estimated Percentage of Mines Where Drinking Water Facilities Existed	Taps	Tube Wells	Earthen Pitchers, Buckets or Drums.
		1	2	3				
1. Bihar:								
(a) Large Mines					465	97.3	47.3	36.4
(b) Small Mines					91	100.0	75.0	20.8
2. West Bengal:					374	96.6	40.4	40.3
(a) Large Mines					206	100.0	12.8	46.8
(b) Small Mines					74	100.0	20.0	45.0
3. Residual:					132	100.0	8.7	47.8
(a) Large Mines					37	100.0	29.1	..
(b) Small Mines					44	100.0	25.0	..
4. All-India:					43	100.0	33.3	..
(a) Large Mines					758	98.3	35.7	35.0
(b) Small Mines					209	100.0	45.0	25.0
					549	97.7	32.0	38.9
								29.1

guard them against health hazards on account of their unavoidable contact with dirt and grime. Shri S. R. Deshpande, who conducted an enquiry in coal mines after a lapse of nearly 15 years found that no material progress had been made in this matter and except for a handful of mines, no special arrangements whatever existed for bathing in coal-fields in the country. Shri S. R. Deshpande, in his report, had stressed the need for immediate action in this regard.

At the time of Shri Deshpande's enquiry the Government of India had introduced a Bill to amend the Mines Act to make the provision of pithead baths compulsory. This Bill was subsequently passed and later on its provisions were incorporated in the Mines Act of 1952. The Coal Mines Pithead Bath Rules, 1959, framed under this Act, lay down that every coal mine, with an average monthly output exceeding 600 tons, should construct, on a suitable site, a pithead bath in accordance with the plans approved by the Coal Mines Welfare Commissioner, for the use of persons employed in the mine. The Rules also prescribe the scale of shower baths and sanitary facilities, standards of construction for pithead baths, locker rooms, cleanliness, etc.

On the basis of the information collected during the course of the present Survey, it is estimated that about 81 per cent of the coal mines, comprising all the large mines and about three-fourths of the small mines, were producing on an average more than 600 tons of coal per month and hence were statutorily obliged to provide pithead baths. Of these, 57 per cent, (comprising about 84% of such large mines and 44% of such small mines) had provided pithead baths. In another 11 per cent, the pithead baths were under construction. About 8 per cent, had been granted exemption from this provision of the law. Thus roughly one-fourth of such mines were defaulters in this regard. The percentage of large mines not complying with this provision was only 9 as compared to 31 in the case of small mines. Besides those which were under a legal obligation, about 2 per cent, of the small mines, all located in West Bengal, had voluntarily provided pithead baths. Thus the percentage of coal mines having pithead baths was slightly less than 49 in the country as a whole.

The managements of about three-fifths of the defaulting mines pleaded that bathing facilities could not be provided to workers due to scarcity of water. Another 17 per cent, argued that their workers could conveniently take bath in the rivers, wells or ponds in the vicinity of the mining area and hence there was no necessity for providing pithead baths. Managements of nearly 3 per cent, of the mines maintained that their mines were likely to be exhausted within a period of three years and hence the facilities had not been provided. The remaining 21 per cent, of the defaulting mines in the country could not give any reason for their not complying with this provision of the law.

Details regarding the provision of bathing facilities in different centres and the reasons adduced by the defaulting mines for their not having provided pithead baths are given in the following Statement 5.2. From the centre-wise details given therein it will be seen that default was greatest in Bihar, particularly in small mines.

The law requires that separate arrangements should be made for men and women but this requirement had been met by only 37 per cent of the mines having pithead baths. In 53 per cent of the mines, only

STATEMENT 5.2

Pithhead Baths in Coal Mines 1962-63

Centre	Number of Mines	Estimated Percentage* of Mines with Average Monthly Output of Over 600 Tons	Estimated Percentage* of Mines with Average Monthly Output of Over 600 Tons			Estimated percentage† of defaulting mines where reason for non-compliance given was						
			With Average Monthly Output of Over 600 Tons	Ant- providing pithead baths	Where pithead baths were under construction	Not pro- viding pithead baths	Scarcity of water	Availability of alter- native fac- ilities in within three years, etc., in the vicinity of mine	Exhaustion of mine	No reason at all		
1. Bihar:												
(a) Large Mines	.	.	46.5	79.6	51.3	8.6	5.5	34.6	62.4	19.8	3.0	14.8
(b) Small Mines	.	.	91	100.0	83.3	..	3.3	8.4	50.0	..	50.0	..
2. West Bengal:												
(a) Large Mines	.	.	37.4	74.6	40.9	11.4	4.5	43.2	63.1	21.1	..	15.8
(b) Small Mines	.	.	206	80.5	72.5	10.4	6.9	10.2	34.1	..	..	65.9
3. Residual:												
(a) Large Mines	.	.	87	89.0	53.6	23.2	23.2	..	..	..	..	..
(b) Small Mines	.	.	44	100.0	83.4	8.3	8.3	..	..	..	..	..
4. All-India:												
(a) Large Mines	.	.	43	77.8	14.3	42.9	42.8	..	..	..	..	..
(b) Small Mines	.	.	7.8	80.9	57.4	10.9	8.1	23.6	59.1	17.5	2.6	20.8
			209	100.0	83.9	1.8	5.4	3.9	20.3	..	20.3	59.4
			549	73.6	43.6	15.7	9.5	31.2	64.8	20.1	..	15.1

*Percentage to total in col. 3.

†Percentage to total in col. 7.

common arrangement had been made. In another 7 per cent. no separate arrangements had been made for men and women although workers of both the sexes were employed. In the remaining 3 per cent. no women were employed and hence no bath rooms had been provided for the exclusive use of women. In half of the mines providing bathing facilities, the bath rooms were maintained in a clean condition. In about 38 per cent. the bath rooms were fairly clean and in another about 8 per cent. they were found to be dirty. In the remaining units (*i.e.*, about 4%) the bath rooms were not being used by workers.

In some of the sampled mines, baths were not fitted with showers as required under law. The managements explained that the workers in order to have the pleasure of a single thick stream of water had removed the shower equipments and even the repeated replacements of the equipments were of no avail. The workers' contention was that in the absence of adequate water pressure one single thick stream was a necessity.

The law provides that the pithead baths should be kept open for all the 24 hours. However, it has been reported that in some cases these bath rooms were kept open only for one or two hours after the close of each shift. The reasons given were shortage of water and utilisation of baths by a negligible number of workers. In some cases, it was reported majority of the workers preferred to rush home where they took bath after some rest. In winter they preferred hot water bath at home rather than cold bath at pitheads.

5.3. Lockers

The Coal Mines Pithead Bath Rules lay down that separate locker rooms for clean and pit clothes respectively should be provided at each pithead bath with the prescribed type of lockers installed for the use of each man and woman entitled to use the bath. The present Survey has revealed that pithead baths had been provided in about 19 per cent. of the coal mines in the country. Of the mines having pithead baths, 42 per cent. comprising 60 per cent. of large and 26 per cent. of small mines, had provided locker facilities. Of the mines providing pithead baths 52 per cent. in Bihar, nearly 40 per cent. in West Bengal and only about 8 per cent. in the Residual Group had made arrangements for locker facilities. Generally speaking, proper locking arrangements were absent in the mines providing this facility.

5.4. Canteens

At the time of the enquiry conducted by Shri S. R. Deshpande no canteen arrangements existed in any of the coalfields in Jharia, Punjab, Assam or the then Central Provinces. Only two of the collieries in Raniganj had opened canteens where tea and light refreshments were made available. One colliery each in Assam and Raniganj and a few collieries operated by a mining company in the Central Provinces were, however, supplying free tea to workers. Obviously, the meagre canteen facilities which existed were due to absence of any legal provisions on the subject. However, since then a specific provision has been made in the Mines Act. Under the Mines Rules, 1955, every mine employing 250 or more persons is, required to provide a canteen, if ordered by the Chief Inspector or Inspector of Mines to do so. It is estimated that at the time of the Survey roughly 55 per cent. of the total number of coal mines in the country (*i.e.*, 96 per cent. of the large mines and 40 per cent. of

the small ones) were employing 250 or more persons. Of these, only about 70 per cent. comprising about 78 per cent. of the large mines, and 64 per cent. of small mines, were providing canteens. As would be seen from Statement 5.3 the compliance was the best in the Residual Group.

In the country as a whole, about 77 per cent. of the canteens were being run by managements, about 14 per cent. by contractors, roughly 5 per cent. by co-operatives, and the remaining *i.e.*, about 4 per cent. jointly by managements and workers. As would be noticed from Statement 5.4 the proportion of canteens run directly by managements was the highest in West Bengal and that of contractors in Bihar. Co-operatives were relatively more popular in the Residual Group. Arrangements for meals existed in about 38 per cent. of the canteens and the rest of the canteens sold only tea and/or coffee and some snacks. Most of the canteens serving meals were located in Bihar and West Bengal. From the details given in Statement 5.4 it would be seen that the predominant practice was to sell items on a no-profit no-loss basis.

Canteen Managing Committees were found to be functioning in about 81 per cent. of the large mines and in about 42 per cent. of small mines in the country. Whereas about 85 per cent. of the canteens in Bihar as well as West Bengal were being managed by Canteen Managing Committees, only about 45 per cent. of the canteens in the Residual Group had such committees. The prices of the items sold were fixed by the Canteen Managing Committees in about 59 per cent. of the canteens, by managements themselves in about 36 per cent. and by the contractors in the remaining 5 per cent. It was found during the course of the Survey that 70 per cent. of the canteens in the industry were displaying price lists of the items sold. Regular subsidies were being received from managements by about 15 per cent. of the canteens in the industry. The subsidies were meant for facilitating the supply of articles at cheaper rates to workers.

Generally speaking the canteens were not quite popular among the mining workers. It is estimated that 12.5 per cent. of workers employed in Bihar, 11.9 per cent. in West Bengal, 12.0 per cent. in the Residual Group or 12.2 per cent. in the country as a whole visited canteens daily. This situation might be due to a number of reasons such as proximity of housing colonies to the place of work, absence of credit facilities, non-existence of canteen arrangements near underground work-spots, where generally the majority of coal mining workers are employed, and quality of the articles supplied. It was observed that location and hygienic conditions were either good or very good in the case of a predominant majority of the canteens in the industry.

5.5. Creches

It was not till 1945 that a statutory provision was made for the maintenance of creche in every mine employing women. Therefore, there is little wonder that Shri Deshpande came across only 11 benevolent employers who maintained creche. At the time of the present Survey elaborate rules existed on the subject under which every mine employing any women was required to maintain a creche of the specified standard for the use of children, under six years of age, of women workers. Under the Rules in every creche there should be arrangement for monthly medical check up of children, cradles, beddings, milk, diet, soap, clean towels, toys, etc., for children.

STATEMENT 5.3

Estimated Proportion of Coal Mines Having Canteens—1962-63

Centre	Number of Mines	Estimated Percentage of Mines				
		Employing 250 or More Workers	Employing 250 or More Workers than 250 and Providing Canteens	Employing Less than 250 Workers but Providing Canteens	Employing Less than 250 Workers	Providing Canteens Whether or not Employing 250 or More Workers
1	2	3	4	5	6	61
1. <i>Bihar</i>
(a) Large Mines	46.5
(b) Small Mines	91
2. <i>West Bengal</i>	374
(a) Large Mines	206
(b) Small Mines	72.1
3. <i>Residual</i>	74
(a) Large Mines	132
(b) Small Mines	87
4. <i>All India</i>	41
(a) Large Mines	43
(b) Small Mines	758
						209
						519
						39.9
						63.9
						25.5
						12.8
						4.2
						29.7

Note.—Figures in brackets in cols. (4) and (5) are percentages to total in col. (2).

STATEMENT 5.4

Agency for Running and Articles Sold in Canteens

Centre	Estimated Percentage of Canteens											
	Which were run by			Having			Where Sold			Where Articles Were Sold at		
Management	Contractors	Co-operatives	Jointly by Workers and Managers	Only, tea, coffee and snacks	Meals also	Subsidised rates	No-profit, no-loss	Market rates	About cost price but below market price	Market rates	About cost price but below market price	
1	2	3	4	5	6	7	8	9	10	11	12	
1. <i>Bihar</i>	75.2	17.9	4.6	2.3	51.9	58.9	41.1	8.5	72.9	14.7	3.9	
(a) Large Mines	77.8	5.6	11.1	5.5	77.8	66.7	33.3	11.1	72.2	16.7	..	
(b) Small Mines	73.3	26.7	..	..	33.3	53.3	46.7	6.7	73.3	13.3	6.7
2. <i>West Bengal</i>	86.8	13.2	..	..	73.6	46.0	54.0	13.2	72.2	6.4	8.2
(a) Large Mines	92.9	7.1	..	..	85.7	35.7	64.3	7.1	71.1	14.3	7.2
(b) Small Mines	81.8	18.2	..	..	63.6	34.5	45.5	18.2	72.7	..	9.1
3. <i>Residual</i>	66.0	5.4	12.4	16.2	66.7	94.6	5.4	..	82.2	5.4	12.4	
(a) Large Mines	58.3	8.4	8.3	25.0	91.7	91.7	8.3	..	83.4	8.3	8.3	
(b) Small Mines	80.0	..	20.0	..	20.0	100.0	..	..	80.0	..	20.0
4. <i>All-India</i>	77.2	13.9	4.6	4.3	62.0	61.6	38.4	8.4	74.4	10.2	7.0	
(a) Large Mines	77.3	6.9	6.8	9.0	84.0	63.6	36.4	6.9	74.9	13.7	4.5	
(b) Small Mines	77.2	20.2	2.6	..	42.1	59.9	40.1	9.8	74.0	7.0	9.2	

The present Survey has revealed that at the all-India level 82 per cent. of the coal mines were employing women and hence required by law to maintain creches but only about 56 per cent. of such mines had provided creche facilities. Centre-wise details regarding the proportion of mines providing creche facilities and complying with the provisions of the law regarding equipment, etc. as given in Statement 5.5.

It will be seen from the above Statement that among the various centres, the extent of compliance with this provision of law relating to creche facilities was the maximum in the Residual Group and minimum in Bihar. However, in the matter of providing equipments such as toys, clothes, etc., the mines in West Bengal were more liberal, as compared to the mines in other centres.

At the all-India level, in about 15 per cent. of the coal mines women were employed by contractors also. In about 40 per cent. of these, creche facilities provided by managements were available to children of women employed by contractors.

On the basis of the information collected during the course of the present Survey, it is estimated that nearly 94 per cent. of the creches in the industry, comprising all the creches in the large mines and 87 per cent. of the small mines, were being maintained in a satisfactory condition.

5.6. Rest Shelters

The Mines Rules, 1955, lay down that at every mine employing 150 or more persons on any one day of the previous calendar year there should be provided adequate and suitable shelters at or near loading, whereas, opencast workings, workshops, mine entrances where 25 or more persons are ordinarily employed at any one time, for taking food and rest. A canteen of the prescribed standard is treated as a part of the above requirement. The percentage of coal mines employing 150 or more persons in country was roughly 72. Of these, slightly more than nine-tenths had provided rest shelters and about 6 per cent. were maintaining canteens and hence had not provided rest shelters. Thus defaulters were almost negligible (*i.e.*, 3%). The managements of some of the defaulting units pleaded that the workers could make use of the shelters constructed at the adjoining sites by the sister concerns. Others explained that the buildings constructed for the purpose had to be put to other uses, such as store rooms, etc., as workers were not utilising them.

In encouraging feature revealed by the present Survey is that, of the mines which were not under the statutory obligation, about 70 per cent. had provided rest shelters for the use of workers. Thus it is estimated that slightly more than 85 per cent. of all coal mines in the country had provided rest shelters. Detailed information in respect of each centre is given in the following Statement 5.6.

5.7. Medical Facilities

5.7.1. First-aid Boxes

Shri Deshpande was very critical about the gross neglect of managements in all coalfields, except those in Assam, in matters of maintaining proper first-aid equipment. At the time of his enquiry the Mines Act contained only an enabling provision authorising Government to order

STATEMENT 5.5

Creche Facilities in Coal Mining Industry—1962-63

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Centre	Total Number of Mines	Percentage of Mines Employing Women Workers	Percentage of Mines having Creches and Supplying				
			Toys	Clothes	Soap	Towel	Milk
1	2	3	4	5	6	7	8
1. <i>Bihar</i>	465	84.2	47.9	65.5	76.3	89.9	86.5
(a) Large Mines	91	95.8	91.3	90.5	100.0	100.0	100.0
(b) Small Mines	374	81.4	35.4	47.1	58.8	82.4	76.5
2. <i>West Bengal</i>	205	80.5	66.6	84.8	86.3	96.6	96.6
(a) Large Mines	74	100.0	95.0	84.2	94.7	94.7	94.7
(b) Small Mines	132	69.6	43.7	85.7	71.4	100.0	100.0
3. <i>Residual</i>	37	73.8	81.1	67.6	67.6	81.7	81.7
(a) Large Mines	44	91.7	81.8	77.8	77.8	100.0	100.0
(b) Small Mines	43	55.6	80.0	50.0	50.0	50.0	50.0
4. <i>All-India</i>	758	82.0	56.3	71.9	78.2	90.3	89.0
(a) Large Mines	209	96.4	90.8	85.8	94.0	98.0	98.0
(b) Small Mines	549	76.5	39.8	56.7	60.9	82.9	79.1

Note.—Figures in col. 4 are percentages to col. 3.

Figures in columns 5, 6, 7 and 8 are percentages to number of mines providing creches.

STATEMENT 5.6

Rest Shelters in Coal Mines—1962-63

Centre	Number of Mines	Estimated Percentage of Min's under Statutory Obligation			Estimated Percentage of Mines not Providing Rest Shelters Under Statutory Obligation	Estimated Percentage of Mines not Providing Rest Shelters Under Obligation	Percentage of Mines not Providing Rest Shelters Under Obligation or not
		To provide rest shelters	To provide rest shelters and providing them	To provide rest shelters but not providing canoons and hence not providing rest shelters			
1	2	3	4	5	6	7	8
1. <i>Bihar</i>	·	·	·	·	·	·	·
(a) Large Mines	·	·	·	·	·	·	·
(b) Small Mines	·	·	·	·	·	·	·
2. <i>West Bengal</i>	·	·	·	·	·	·	·
(a) Large Mines	·	·	·	·	·	·	·
(b) Small Mines	·	·	·	·	·	·	·
3. <i>Residual</i>	·	·	·	·	·	·	·
(a) Large Mines	·	·	·	·	·	·	·
(b) Small Mines	·	·	·	·	·	·	·
4. <i>All-India</i>	·	·	·	·	·	·	·
(a) Large Mines	·	·	·	·	·	·	·
(b) Small Mines	·	·	·	·	·	·	·

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N.B.—Figures in cols. 3 and 8 and figures within brackets in cols. 4, 5 and 6 are percentages to col. 2; figures in columns 4, 5 and 6 are percentages to col. 3.

maintenance of ambulances, stretchers, medical equipment in any mine. Since then a specific provision has been incorporated in the Mines Act under which every mine has to maintain first-aid boxes at a prescribed scale and containing the specified contents.

It is estimated that at the time of the present Survey almost all mines (*i.e.*, 98%) in the country had provided first-aid boxes. The defaulting mines comprised about 4 per cent. of the large mines and 1 per cent. of the small ones. The extent of non-compliance with this provision of the law varied from centre to centre. The percentage of defaulting mines in Bihar, West Bengal and the Residual Group was roughly 1, 2 and 4 respectively. Thus so far as provision of first-aid boxes is concerned there has been considerable improvement. However, not much attention seems to have still been paid by managements towards keeping the boxes properly equipped. It is estimated that in 72 per cent. of the mines in the country the boxes did not contain, all the prescribed items. In these mines, generally tincture iodine, carbolic soap, a pair of scissors and sterilised dressing, were all the items to be found in the first-aid boxes. The percentage of units where the first-aid boxes were complete in all respects in different centres was as follows : Bihar 25, West Bengal 18 and Residual 64.

The law requires that such boxes must be placed in charge of persons qualified in first-aid and that the boxes should be readily accessible to workers during all the working hours. Generally speaking, the position regarding the maintenance of first-aid boxes under the charge of trained first-aiders was satisfactory. In all the large collieries and about 93 per cent. of the small ones all first-aid boxes were kept under the charge of trained personnel. In about half of the remaining small mines, only some of the boxes were found to be under the charge of trained first-aiders. The percentage of mines where all the first-aid boxes were in the custody of qualified personnel, in the various centres, was as follows : Bihar 94, West Bengal 94 and Residual 100. Except about 3 per cent. of small mines in Bihar, all the coal mines in the country had trained first-aiders and a predominant majority of these persons (*i.e.*, 95 per cent.) had received training under the St. John's Ambulance Scheme. First-aid boxes had been provided and maintained at points conveniently accessible to workers in all the large mines and in about 98 per cent. of the small mines in the country.

The Mines Rules provide that every mine employing 500 or more persons, should provide and maintain a suitable ambulance room with prescribed equipments at a convenient place on the surface of the mine under the charge of a qualified medical practitioner assisted by at least one qualified compounder-cum-dresser, or a dresser or a nurse. However, mines maintaining an adequately equipped hospital or dispensary are exempt from the provision relating to ambulance room. The information collected during the course of the present Survey shows that the provision of the law relating to ambulance room was complied with in all the coal mines in the country. All the units under this statutory obligations had provided ambulance rooms and/or hospitals. An encouraging feature revealed by the Survey is that one-ninth of the collieries in the country, although not obliged to provide ambulance rooms, had also done so. Details in respect of the various centres are presented in Statement 5.7.

STATEMENT 5.7

Ambulance Rooms in Coal Mining Industry—1962-63

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Centre	Number of Mines	Estimated Percentage of Mines Under Obligation to provide Ambulance Rooms		Not Under Statutory Obligation	Providing Ambulance Rooms and/or Hospitals	Whether Under Obligation or Not.
		Total percentage of mines	Providing ambulance rooms			
1	2	3	4	5	6	7
1. Bihar	•	•	•	•	•	•
(a) Large Mines	•	•	•	•	•	•
(b) Small Mine	•	•	•	•	•	•
2. West Bengal	•	•	•	•	•	•
(a) Large Mines	•	•	•	•	•	•
(b) Small Mines	•	•	•	•	•	•
3. Residual	•	•	•	•	•	•
(a) Large Mines	•	•	•	•	•	•
(b) Small Mines	•	•	•	•	•	•
4. All-India	•	•	•	•	•	•
(a) Large Mines	•	•	•	•	•	•
(b) Small Mines	•	•	•	•	•	•

Note.—Figures in cols. 3, 6 and 7 and those within brackets in cols. 4 and 5 are percentages to figures in col. 2.

Figures in cols. 4 and 5 are percentages to total in col. 3.

5.7.3. Hospitals/Dispensaries

Besides the above arrangements the managements of coal mines are not under any statutory obligation to provide any other medical facility but it was found during the course of the Survey that about 8 per cent. of the collieries in the country had provided hospitals, 61 per cent. dispensaries, and about 3 per cent. both hospitals and dispensaries for the benefit of workers. About 2 per cent. had entered into contract with some dispensary or hospital for making such facilities available to their employees and another 1.5 per cent. had such contracts with private medical practitioners. It was found that 2.7 per cent. of the coal mines, had though they had their own hospitals or dispensaries, had made arrangements with bigger hospitals with a view to providing more elaborate facilities to their employees. At the all-India level, about 76 per cent. of the coal mines had made some arrangement or the other in order to provide medical relief to their workers. The following Statement 5.8 gives the relevant statistics pertaining to establishments providing such facilities in the different centres.

It would be seen from the Statement that slightly more than 98 per cent. of the large mines as compared to about 68 per cent. of the small mines were providing medical relief to their workers in one form or the other. All the mines in the Residual Group and about 93 per cent. of the mines in West Bengal were providing such facilities, but the percentage of mines which had made arrangements in this regard was only about 68 in Bihar.

In the industry, as a whole, of the dispensaries maintained by the establishments 43 per cent. were functioning with full time doctors and 55 per cent. were under the charge of part-time doctors. The remaining were functioning without any doctor. It is estimated that in slightly more than one-fourth of the dispensaries with part-time doctors, the services of part-time doctors were available for 1 to 6 hours per week, in slightly more than a half for 6 to 18 hours and in about 16 per cent. for more than 18 hours. In the rest of the dispensaries (*i.e.*, about 7 per cent.) the number of hours for which the part-time doctors were to work had not been fixed.

The Survey results show that about 77 per cent. of the coal mines employing contract labour were providing medical facilities for this category of labour as well. The percentage of such mines was the maximum in West Bengal (*i.e.* 91) followed by the Residual Group (87) and Bihar (61).

While assessing the medical facilities which existed in the coalfields in the country in 1945-46, Shri S. R. Deshpande had recorded in his report as follows : "With the exception of some of the larger collieries in the different fields medical relief is entirely inadequate." The present Survey has revealed that considerable progress has been made in this sphere since the time of his enquiry.

(b) NON-OBLIGATORY

5.8. Recreation Facilities

It would seem from Shri S. R. Deshpande's report that at the time of his enquiry, very few managements of collieries had provided recreation

STATEMENT 5.8

Hospitals/Dispensaries in Coal Mines—1962-63

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Centre	Number of Mines	Estimated Percentage of Mines									
		Providing both hos- pitals and dis- pensaries		Providing hospitals dispensaries		Where the dispensaries were functioning with Full time doctor(s)		Having contract with some doctors in one form or the other		Having contract with some doctors in one form or the other	
		Part-time doctor	No doctor	Part-time doctor	No doctor	Part-time doctor	No doctor	Part-time doctor	No doctor	Part-time doctor	No doctor
1	2	3	4	5	6	7	8	9	10	11	12
1. <i>Bihar</i>	·	465	3.6	6.5	53.1	17.1(32.3)	36.0(67.7)	—(—)	4.6	...	67.8
(a) Large Mines	·	91	4.2	33.3	62.5	45.8(73.3)	16.7(26.7)	—(—)	16.7*	...	100.0
(b) Small Mines	·	374	3.4	..	50.8	10.1(20.0)	40.7(80.0)	—(—)	1.7	..	55.9
2. <i>West Bengal</i>	·	206	1.3	1.8	83.5	47.4(56.8)	34.3(41.0)	1.8(2.2)	...	5.6	92.7
(a) Large Mines	·	74	5.0	5.0	85.0	70.0(82.3)	10.0(11.8)	5.0(5.9)	...	...	95.0
(b) Small Mines	·	132	..	..	82.6	34.8(42.1)	47.8(57.9)	—(—)	..	8.7	91.3
3. <i>Residual</i>	·	87	4.2	30.8	48.5	26.5(54.8)	16.5(33.9)	5.5(11.3)	16.5	...	100.0
(a) Large Mines	·	44	8.3	50.0	41.7	41.7(100.0)	—(—)	—(—)	..	...	100.0
(b) Small Mines	·	43	..	11.1	55.6	11.1(20.0)	33.4(60.0)	11.1(20.0)	33.3	..	100.0
4. <i>All-India</i>	·	758	3.2	8.0	60.9	26.5(43.5)	33.3(54.7)	11.1(1.8)	4.7†	1.5	75.6
(a) Large Mines	·	209	5.3	26.8	66.1	53.5(81.0)	10.8(16.3)	1.8(2.7)	7.3*	..	98.2
(b) Small Mines	·	549	2.3	0.9	58.8	16.2(27.5)	41.8(71.0)	0.8(1.5)	3.8	2.1	67.9

*These units were maintaining dispensaries (under the charge of part-time doctors) in addition to having such contracts.

†Of these, 2.7 were also maintaining dispensaries.

Note.—Figures within brackets in cols. 6, 7 and 8 are percentages to number of mines providing dispensaries.

facilities for workers or their children. The information collected during the course of the present Survey shows that some headway has been made since then in this sphere. It is estimated that at the time of the Survey nearly 32 per cent. of the collieries in the country had provided recreation facilities for workers. The percentage of coal mines where such facilities had been provided was the maximum in the Residual Group (*i.e.*, 56%) followed by West Bengal (39%) and Bihar (24%). Invariably the proportion of large mines providing such facilities was higher (57%) as compared to small ones (22%). The percentage of large units in the different centres, providing such facilities was as follows: Bihar 54, West Bengal 55 and Residual 57. The corresponding percentage of small mines was as follows: Bihar 17, West Bengal 30 and the Residual Group 44.

Of the mines providing recreation facilities in the country arrangements existed for outdoor and indoor games as well as for cultural programmes in about 47 per cent. for outdoor games and cultural programmes in 31 per cent. only for outdoor and indoor games in 10 per cent. and only for outdoor games in 2 per cent. The rest (*i.e.*, about 10 per cent.) arranged only cultural programmes. The scope of the recreation facilities was the widest in the collieries located in Bihar. Collieries in West Bengal and the Residual Group came next in the order.

Of the mines providing recreation facilities, in 54 per cent. the cost of the above activities was being met entirely by the managements, in about 23 per cent. jointly by managements and workers, in about 8 per cent. entirely by workers, and in the remaining (*i.e.*, about 15%) either by voluntary contributions by officers of the mines or from welfare funds and/or *ad hoc* grants by managements. The details are given in the following Statement 5.9.

Of the collieries providing recreation facilities 55 per cent. were managing and co-ordinating the activities in this sphere through committees consisting of representatives of workers as well as the employer, and about 29 per cent. through Labour/Welfare Officers. In about 11 per cent., these facilities were directly administered by the managements and in the remaining (*i.e.*, about 5 per cent.) indirectly by the managements through some selected workers. The proportion of mines having committees for the purpose was the highest in Bihar (75%) followed by the Residual Group (55%). In West Bengal, slightly more than half of the units providing these facilities had entrusted Labour or Welfare Officers with the responsibility of organising such activities.

5.9. Educational Facilities

No information is available regarding the proportion of coal mines providing educational facilities in 1945-46, when Shri Deshpande conducted his enquiry. However, it was observed by Shri Deshpande in his report that in spite of recognition of importance of education for promoting improvement of efficiency and standard of living of workers little had been attempted for supplying educational facilities on the coalfields.* At the time of present Survey, it is estimated that schools for providing education to workers' children existed in 20 per cent. of the coal mines in the country, consisting of about 41 per cent. of the large mines and about 12 per cent.

*Report, page 97.

STATEMENT 5.9

Source of Finance of Recreation and Cultural Activities in Coal Mines, 1962-63

Centr.	Total No. of Mines	Estimated Percentage of Mines	Percentage of Mines where activities were Financed					
			Entirely by employ- ers	Jointly by employ- ers and workers	Entirely by work- ers	Welfare fund and <i>ad hoc</i> con- tributions by manage- ment	Welfare fund	Voluntary contribu- tions by officers*
1	2	3	4	5	6	7	8	9
1. Bihar:								
(a) Large Mines	46.5	24.2	50.6	33.7
(b) Small Mines	91	54.2	38.4	15.4
2. West Bengal:								
(a) Large Mines	206	39.3	65.0	4.6
(b) Small Mines	74	55.0	72.7	9.1
3. Bihar:								
(a) Large Mines	132	30.4	57.2	..
(b) Small Mines	87	55.7	44.7	30.3
4. All-India:								
(a) Large Mines	758	31.9	51.2	23.3
(b) Small Mines	209	57.1	46.8	31.3
					549	22.3	61.4	15.5

* "Professional, Technical, and Related Personnel", and "Administrative, Executive and Managerial Personnel".
Note.—Figures in columns 4 to 9 are percentages to col. 3.

of the small ones. The details regarding the percentage of mines providing educational facilities and the type of facilities are given in Statement 5.10.

None of the coal mines surveyed had made arrangements for running adult education centres obviously because this was being attended to by the Coal Mines Labour Welfare Fund.

5.10. Transport Facilities

Almost an insignificant number of collieries in the country (*i.e.*, 0.5 per cent.) had made transport arrangements for their workers. These were located in Bihar.

5.11. Other Facilities

5.11.1. *Grain Shops*

Arrangements for the sale of foodgrains existed in only one large mine surveyed in the Residual Group. In this mine foodgrains were sold at subsidised rates.

5.11.2. *Co-operative Societies*

An encouraging feature revealed by the Survey is the growth of consumer and credit co-operatives among workers in the industry. Co-operative credit societies, co-operative stores and multi-purpose societies were the three types of institutions functioning in the coal mines. It is estimated that slightly less than 10 per cent. of the establishments had credit societies, nearly 6 per cent. had multi-purpose societies, about 2 per cent. had co-operative stores and roughly 4 per cent. had both co-operative stores and credit societies. Thus, it is estimated that co-operatives were functioning in slightly more than one-fifth of the coal mines in the country. Their percentage in the two size groups was 36 in the case of large and 14 in the case of small mines. Such societies had developed more in Bihar and the Residual Group of mines where the percentage of mines having them was of the order of 22 per cent. In West Bengal on the other hand only 5 per cent. of mines had co-operative societies.

Nearly two-thirds of the co-operatives in the industry were credit societies and their object was to encourage thrift by enabling members to save regularly a part of their income and to prevent indebtedness by making loans available on reasonable terms. The interest charged for the loans was generally 8½ per cent. per annum. Workers had generally to pay a fee of Re. 1 for becoming members of the credit societies and the value of a share in most of the cases was Rs. 10. Wherever co-operative stores were functioning, they were purchasing in bulk such commodities as were generally required by the members and sold them to their members. The multi-purpose societies not only functioned as credit societies but also arranged for the sale of items of day to day requirements such as soap, cloth, provisions, stationery, etc.

Generally speaking, the initiative in the matter of organising the co-operatives was taken by the managements. They usually provided free or nominally-rented accommodation and furniture for the co-operatives. In some cases, they paid initially a lump sum donation or an interest-free loan to help the formation of co-operatives.

5.11.3. Protective Equipment

The All-India Industrial Tribunal (Colliery Disputes) decided that all manual workmen whose normal total emoluments were less than Rs. 100 per month should be supplied with one pair of footwear and 2 sets of uniform at a concessional rate of 50 per cent. of the cost once in a year.

The Survey results show that about 57 per cent. of the coal mines, comprising about 88 per cent. of the large mines and 45 per cent. of the small ones, were providing these protective clothings/equipments to their workers. The percentage of units providing these facilities in different centres was as follows: Bihar 47, West Bengal 69 and the Residual Group 84.

5.12. Housing

From Shri S. R. Deshpande's report it would appear that in 1945-46 a sizeable proportion of the workers in many of the coalfields in the country had been housed. However, the standard of houses and other allied amenities (*e.g.*, sanitary arrangements, water and light supply, etc.) provided in all the coalfields, except in Assam, left much to be desired.

Since 1945-46 there has been considerable improvement in the pace of construction of houses for colliery workers due to the various subsidised housing schemes implemented by the Coal Mines Labour Welfare Fund Organisation, which is primarily responsible for providing housing accommodation to coal mine workers.

Information collected during the present Survey shows that 90 per cent. of the mines, consisting of all large establishments and nearly 86 per cent. of the small units, were providing houses to their workers. All the collieries in the Residual Group, almost all in West Bengal (*i.e.*, 97 per cent.) and 85 per cent. in Bihar, had provided houses for their workers. Details regarding the position in the different centres are presented in the Statement 5.11.

Statistics pertaining to the number of workers allotted houses show that the benefit was not quite extensive as it was enjoyed only by about 58 per cent. of workers in the industry. The percentage of workers allotted houses in different centres varied within a small range *i.e.*, 57 to 60. At the industry level, as well as in all the individual centres the percentage of workers allotted houses was more in the case of large mines as compared to small mines, although the difference was not appreciable.

Statistics collected regarding the type of houses provided by the managements show that a predominant majority of the houses (*i.e.*, 72%) had only one living-room, slightly about 25 per cent. had two rooms and the remaining (*i.e.*, about 3%) had three or more rooms. The bulk of the production workers and watch and ward staff were generally allotted the one-room quarters and the production-supervisory staff and clerical and related workers were given the two-room accommodation. The remaining houses with three or more living rooms were mostly occupied by "Professional, Technical and Related Personnel" and "Administrative, Executive and Managerial Personnel". Nearly 85 per cent. of the mines

STATEMENT 5.10

Educational Facilities in Coal Mines, 1962-63

Centre	Number of Mines	Estimated Percentage of Mines Providing Schools for Workers' Children	Estimated Percentage of Mines Providing			Estimated Percentage of Mines/ of Mines Not Running Schools	Estimated Percentage of Mines/ of Mines Not Running Schools And Paying Subsidy to Schools Nearby	Percentage of Mines Running Schools And Charging fee supplying books, pencils, etc., free
			Primary schools	Middle Schools	High schools/ higher secondary schools			
1. <i>Bihar:</i>	465	22.6	74.7(16.9)	3.6(0.8)	13.1(4.1)	3.6(0.3)	2.7	..
(a) Large Mines	91	66.7	87.5(33.3)	6.3(4.2)	..	6.2(4.2)	..	25.3
(b) Small Mines	374	11.9	57.1 (5.3)	..	42.9(5.1)	..	3.4	..
2. West Bengal:	205	17.3	100.0(17.3)	..	..	..	16.3	..
(a) Large Mines	74	25.0	100.0(25.0)	..	..	..	3) 0	..
(b) Small Mines	132	13.0	100.0(13.0)	..	..	..	8.7	..
3. Residual:	87	13.9	69.8(9.7)	..	3) 2(4.2)	..	8.4	3) 3
(a) Large Mines	44	15.6	50.1(3.3)	..	4) 9(3.3)	..	16.7	50.1
(b) Small Mines	43	11.1	100.0(11.1)	..	..	..	..	49.9
4. All-India:	758	20.2	80.2(16.2)	2.5(0.5)	14.8(3.0)	2.5(0.5)	7.1	2.4
(a) Large Mines	209	41.4	87.0 (35.9)	4.4(1.3)	4.4(1.3)	4.4(1.3)	14.1	4.2
(b) Small Mines	549	12.1	71.3(8.6)	..	23.7(3.5)	..	4.4	..
								35.8

Note.—Figures in cols. 3 and 8 and figures within brackets in cols. 4, 5, 6 and 7 are percentages to col. 2. Figures in cols. 4, 5, 6 and 7 are percentages to col. 3.

STATEMENT 5.11

Proportion of Coal Mines Providing Housing Accommodation to their Employees in 1962-63

Centre	No. of Mines	Estimated Percentage of Mines Providing Houses	Percentage of Houses with			Percentage of mines which Charged	Estimated Percentage of Work- ers allotted	Rent from only some employees	Houses	10	11
			One room	Two rooms	Three or more rooms						
1.	1	2	3	4	5	6	7	8	9	10	11
1. <i>Bihar</i> :											
(a) Large Mines	•	•	465	85.0	58,202	69.3	26.6	4.1	1.9	81.8	16.3
(b) Small Mines	•	•	91	100.0	39,927	70.6	25.6	3.8	8.3	62.5	29.2
2. <i>West Bengal</i> :											
(a) Large Mines	•	•	206	97.2	39,516	69.5	27.8	2.7	..	87.5	12.5
(b) Small Mines	•	•	74	100.0	26,747	72.1	25.4	2.5	..	94.5	5.5
3. <i>Residential</i> :											
(a) Large Mines	•	•	87	100.0	32,533	78.1	20.4	1.5	9.7	77.6	12.7
(b) Small Mines	•	•	44	100.0	26,045	77.1	21.5	1.4	8.3	66.7	25.0
4. <i>All India</i> :											
(a) Large Mines	•	•	758	90.0	130,251	71.6	25.4	3.0	2.3	85.0	12.7
(b) Small mines	•	•	209	100.0	92,719	72.8	24.4	2.8	5.4	71.3	23.3

providing houses did not charge any rent at all. A relatively insignificant proportion of the units (*i.e.*, about 2%) charged rent from all the workers housed and the remaining units, which accounted for about 13 per cent, charged rent from some employees only.

5.13. Activities of the Coal Mines Labour Welfare Organisation*

Any description of welfare arrangements for workers employed in coal mines would be rather incomplete without a mention of the activities of the Coal Mines Labour Welfare Organisation. This Organisation, which is the first and the biggest ever State-managed venture undertaken in this country to promote in an organised way the welfare in such a major industry as Coal, was created in 1944. The activities of the Organisation, which cover a wide field, *e.g.*, medical aid, educational, recreational and housing facilities, are financed from a cess levied on despatches of coal and coke from collieries. During the year 1962-63, when the present Survey was conducted, the total income of the Organisation was Rs. 292.99 lakhs. The provisional figures of expenditure during the same period was Rs. 138.97 lakhs in the Housing Account and Rs. 117.96 lakhs in the General Welfare Accounts.

Deplorable housing conditions of workers employed in coal mines has been the subject of comments of all Committees, etc., which surveyed the conditions of labour in this industry. Consequently, from its very inception the Organisation has devoted considerable attention towards improving the housing conditions. Initially it embarked upon the Scheme of building centralised townships in convenient areas and till the end of the year 1962-63 a total of 2,153 houses had been built at seven places. However, on account of problems of transport facilities to workers whose working collieries were situated at a distance from townships various other Schemes were introduced to encourage either managements or workers to build houses of specified standards by granting full or partial cost in the shape of loans or subsidies. Till 31st March, 1963, the number of houses constructed under various schemes was as follows : Subsidised Housing Scheme 1,638, Subsidy-cum-Loan Scheme 2,060, New Housing Scheme 27,861@. In addition, 3,446 houses, including barracks, were under construction at various stages under the Low Cost Housing Scheme.

The medical facilities provided by the Organisation included provision of a number of hospitals, Maternity and Child Welfare Centres, T.B. treatment including domiciliary, Dispensary Services, Family Planning Centres, etc. Two fully-equipped Central Hospitals (with 250 beds in each)—one in Dhanbad and another in Asansol—and seven Regional Hospitals were maintained by the Organisation for providing free medical treatment to workers. During the year 1962-63 the work of construction of another Regional Hospital had been completed and that of yet another was nearing completion. During the year ending 31st March, 1963, 18,970 new indoor patients and 74,855 new outdoor patients were treated in the various departments (Medical, Surgical, Maternity and Gynaecological, Eye and E.N.T., Dental and V.D.) of the two Central Hospitals. The number of new indoor and outdoor patients who received medical treatment at the Regional Hospitals during the same period was 9,866 and 34,681 respectively. Nearly 1.18 lakh patients were treated by the 17 dispensaries run by the Organisation. The Organisation was paying

* *Source.*—Report on the Activities of the Coal Mines Labour Welfare Fund 1962-63.

@ Either completed or were in different stages of construction.

quite a sizeable amount to the Jharia and Asansol Mines Boards of Health and Hazaribagh Mines Board for the maintenance of 51 Maternity and Child Welfare Centres for the use of the colliery workers' families. Two T.B. Clinics, with a total bed strength of 62, were provided by the Organisation for the treatment of colliery workers suffering from T.B. Besides these arrangements, 91 beds had also been reserved by the Organisation in various sanatoria. Among various other activities of the Organisation, designed to promote the health of miners and their families, mention may be made of grants-in-aid to managements for maintaining dispensaries of a specified standard, anti-malaria operations and setting up of health promotion centres.

The multifarious activities of the Organisation in the spheres of welfare, education and recreation ranged from the maintenance of multi-purpose institutes, providing educational and recreational facilities to workers and their families, to payment of grants-in-aid to colliery managements for the establishment of 'Open Lungs' with small parks, children's corners and playgrounds attached to them in the vicinity of sizeable groups of colliery workers' houses, organisation of games and sports at the all-India level for the colliery workers, holding of Health Week, Miners' Welfare Week, etc., exhibition of films in open air cinema shows, payment of monthly as well as non-recurring grants-in-aid to primary schools, operation of scholarship schemes for encouraging colliery workers to prosecute higher studies, maintenance of Boarding Houses for the use of colliery workers' children studying in High Schools far away from their places of residence and holding of camps for training workers' children in leadership and discipline. Fifty-six Miners' Institutes, each comprising an Adult Education Centre and a Women's Welfare-cum-Children's Education Centre, had been established by the Organisation in the various coalfields. Besides the Centres operating in these Institutes, three Women's Welfare-cum-Children's Education Centres, fifteen Women's Feeder Adult Education Centres and five Adult Education Centres continued to function during the year ending 31st March, 1963. The children attending the Women's Welfare-cum-Children's Education Centres were supplied free of cost milk and light refreshments and provided elementary education up to Class II standard. In addition to training in handicrafts like sewing, tailoring, repair of garments, etc., literacy classes were held for women at all these centres. A small library was maintained at each Adult Education Centre for the use of the workers. Study tours and excursions to places of interest, and cultural activities such as musical concerts, Bhajan and Kirtan, performance of dramas, folk dances, Kewalis, etc., were arranged by these Centres for the benefit of the workers. The recreation facilities provided in these Centres included arrangements for football, volleyball, table-tennis, ludo and carrom.

CHAPTER VI

SOCIAL SECURITY

Prior to the attainment of Independence workers in the Coal Mining Industry in the country enjoyed only a limited amount of social security. It was mainly in the shape of compensation under the Workmen's Compensation Act in cases of industrial accidents and benefits under the Mines Maternity Benefit Act in cases of confinement. However, after Independence there has been considerable enlargement of the scope and content of social security benefits largely as a result of enactment of the Coal Mines Provident Fund and Bonus Schemes Act, 1948. The following paragraphs describe briefly the main developments and the position at the time of the present Survey.

6.1. Provident Funds

At the time of the enquiry conducted by Shri S. R. Deshpande there was no legal provision making it obligatory on the part of industrial establishments to institute provident funds for the benefit of the employees. Consequently, only a few collieries in Jharia and Assam were found to be having provident fund schemes. Even in these mines only a negligible minority of persons belonging to the rank and file of the working class were members of provident funds. Since then, there has been considerable improvement in this field mainly due to the enactment of the Coal Mines Provident Fund and Bonus Schemes Act, 1948. Under this Act the Central Government was authorised to frame a scheme for the establishment of a provident fund for employees in specified coal mines and to lay down such details as the qualifying conditions for membership, the rate of contributions of member workers and their employees, etc. In exercise of these powers, the Government of India framed a Coal Mines Provident Fund Scheme in December, 1948 and applied it to all coal mines in West Bengal and Bihar, including those situated in the partially excluded areas of the then Province of Bihar, with effect from 12th May, 1947 and in the then Central Provinces, Berar and Orissa, including those situated in the partially excluded areas in these Provinces, with effect from 10th October, 1947. The Scheme was extended to coal mines in Assam and in the State of Talcher with effect from the 1st July, 1949 and to those in the States of Rewa and Korea with effect from 1st January, 1950. The provisions of the Scheme were amended from time to time. Initially the Scheme required every employee, other than excluded employees, to become a member of the Fund immediately after any quarter in which he qualified for bonus under the Coal Mines Bonus Scheme. Since 31st December, 1961 the Scheme requires every employee, other than excluded employees, to become a member immediately after the month following any month after December, 1961 in which he completes attendance of not less than 105 days, if an underground employee, and 130 days, if a surface employee, during a period of six months. Excluded employees are (i) persons employed in coal mines belonging to the National Coal Development Corporation under the conditions similar to those obtaining in Railway establishments or under conditions of service which entitle him to pension; (ii) contract labour engaged in building, brick making or tile making; (iii) permanent employees of coal mines owned by Government of Rajasthan. The rate of contribution to the Provident Fund was also revised from time to time. From 27th January,

1958 till 30th September, 1962, i.e., during the period of Survey, it was $6\frac{1}{4}$ per cent. of the total emoluments of the members. The employers were required to contribute an equal amount. Thereafter the rate was raised to 8 per cent.

All the coal mines surveyed had provident funds under the Coal Mines Provident Fund Scheme. In about 88 per cent. of the coal mines, only the Coal Mines Provident Fund Scheme, was in operation. The rest (i.e., about 12 per cent.) had, in addition to the Coal Mines Provident Fund Scheme, some other provident fund schemes for the benefit of those employees who were not covered under the Coal Mines Provident Fund Scheme. The percentage of such mines in different centres was as follows: Bihar 12.8, West Bengal 2.8 and Residual group 27.8. In most of these mines provident funds had been established prior to the coming into force of the statutory scheme. The rate of contribution for the scheme, other than the Coal Mines Provident Fund Scheme, generally ranged between 6 per cent. and $12\frac{1}{2}$ per cent. of basic wages. In units belonging to the National Coal Development Corporation, the rate of contribution was $8\frac{1}{2}$ per cent. of the total earnings in the case of workers covered by the National Coal Development Corporation Provident Fund Scheme. There was no uniformity in these schemes in regard to qualifying conditions for membership as well. In one sampled unit all permanent employees, in another unit all monthly-paid permanent employees and in the third unit all permanent managerial and senior technical personnel were eligible for becoming members of provident fund. In the mines of the National Coal Development Corporation, those of the employees whose service conditions were governed by the N.C.D.C. Rules were allowed to become members of the N.C.D.C. Provident Fund Scheme, after completion of one year's continuous service.

On the basis of the data collected, it is estimated that on 30th June, 1962 slightly more than 3 lakh workers in the Coal Mining Industry were members of the provident fund schemes. The percentage of workers who were members of provident funds was the maximum in the Residual Group (85) followed by Bihar (66) and West Bengal (65). From the details given in Statement 6.1 it would be seen that the proportion of workers who were members was everywhere higher in large mines as compared to small ones.

6.2. Pension Schemes

From the report of Shri S. R. Deshpande it appears that except for a system of granting invalidity pension under certain conditions in collieries owned by the East Indian Railways no pension benefits were enjoyed by workers in any of the collieries covered. The findings of the present Survey reveal that about one-tenth of the coal mines in the country, comprising about 27 per cent. of the large establishments and 4 per cent. of the small ones were having pension schemes for the benefit of their employees. Of the units providing pension benefits to workers only about one-fourth were operating regular pension schemes and in the remaining units payment of pension was entirely discretionary. In about one-fourth of the collieries having pension schemes all categories of workers were eligible for receiving pension. In the remaining units, the Pension benefits were either restricted to a few categories of employees (e.g., Professional, Technical and Administrative Personnel, monthly rated employees, etc. or the categories of employees eligible for receiving

pension were not fixed and the matter was entirely discretionary. On the basis of the data collected, it is estimated that the number of workers who received pension during the calendar year 1961 was 643 in large mines and 9 in small mines.

Details regarding the pension schemes existing in the various centres are given in the following Statement 6.2. The estimated number of workers who received pension in the calendar year 1961 was the maximum in West Bengal (317) followed by Bihar (262) and Residual Group (73).

6.3. Gratuity Schemes

From Shri S. R. Deshpande's report it would appear that at the time of his enquiry, *i.e.*, in 1945-46, only four collieries owned by the Tatas in the Jharia coalfield and the collieries belonging to the Assam Railways and Trading Co., were operating gratuity schemes for the benefit of employees. In the collieries owned by the Tatas, gratuity was paid in the event of resignation (with the approval of the management) or retirement and in the other group of collieries in the event of resignation or termination of service. The information collected in the course of the present Survey, however, would show that the system of paying gratuity existed in nearly 12 per cent. of the coal mines in the country. These comprised about 32 per cent. of large mines and 4 per cent. of small ones. About two-thirds of the mines paying gratuity, were operating regular schemes for the benefit of their employees. In the remaining units there were no regular schemes and gratuity was paid at the discretion of employers. In about 35 per cent. of the mines providing gratuity benefits, all categories of workers were eligible for gratuity benefits. In about 43 per cent., a majority of workers and in the remaining (*i.e.*, 22 per cent.) only a few categories of workers were covered by gratuity schemes.

The minimum service to be put in for qualifying for gratuity on voluntary resignation and termination of service was generally 15 years. For gratuity in the case of retirement, the qualifying period varied from 12 to 30 years in the units surveyed. As regards the rate of payment it was found that in 33 per cent. of the mines paying gratuity no rate was fixed. The payment was entirely a matter of discretion of the management. In other mines the rate varied. In some cases the rate was half a month's basic pay or wages and in some others half a month's basic pay or wages and dearness allowance for each year of service rendered subject to a minimum of 15 months' basic salary or wages or basic pay or wages and dearness allowance, as the case may be. In one unit (in the Residual Group) the gratuity was being paid at a graduated scale depending upon the number of days of work put in by the worker. The maximum amount payable was 1/16th of the total wages earned by the worker during the entire period of his service.

6.4. Maternity Benefits

Legal provision for the grant of maternity benefit to women employed in mines exists since nearly a quarter of a century. Shri Deshpande had collected statistics relating to the number of claims made and paid in 139 collieries. He found that the available statistics were full of limitations as in a number of mines the relevant records were not maintained properly. However, from such statistics as were available he found that in 1945 the percentage of women who were paid maternity

STATEMENT 6.1

Estimated Proportion of Workers Who were Members of Provident Funds on 30th June, 1962

Centre	Number of Mines	Estimated Percentage of Mines Having			Estimated Number of Workers Who were Employed*			Estimated Number and Percentage of Workers Who were Members of Provident Funds
		Provident funds	Provident funds under the Coal Mines Provident Fund Scheme alone	Provident funds under the Coal Mines Provident Fund Scheme as well as other Schemes	Workers Employed*	Workers	Funds	
1. Bihar	.	465	100	87.2	12.8	2,09,690	1,38,315(66.0)	
(a) Large Mines	.	91	100	62.5	37.5	1,30,054	1,01,927(78.4)	
(b) Small Mines	.	374	100	93.2	6.8	79,626	36,388(45.7)	
2. West Bengal	.	206	100	97.2	2.8	1,33,375	87,170(65.4)	
(a) Large Mines	.	74	100	100.0	••	95,268	69,416(72.9)	
(b) Small Mines	.	132	100	95.7	4.3	38,099	17,754(46.6)	
3. Residual	.	87	100	72.2	27.8	93,532	79,673(85.2)	
(a) Large Mines	.	44	100	66.7	33.3	8,016	69,027(86.3)	
(b) Small Mines	.	43	100	77.8	22.2	13,516	10,646(78.8)	
4. All-India	.	758	100	88.2	11.8	4,36,579	3,05,158(70.0)	
(a) Large Mines	.	209	100	76.7	23.3	3,05,348	2,40,370(78.7)	
(b) Small Mines	.	549	100	92.6	7.4	1,31,231	64,788(49.4)	

*Covered under the Mines Act.

Note.—Figures in brackets are percentages.

STATEMENT 6.2

Estimated Percentage of Coal Mines Paying Pensions—1962-63

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Centre	Number of Mines	Estimated Percentage of Mines			Estimated Percentage of Mines		
		Having regular pension schemes		Paying pension on a discretionary basis	Paying pension on a regular or discretionary basis		To all employees
		2	3		4	5	
1. Bihar	.	.	.	465	2.5	1.6	4.1
(a) Large Mines	.	.	.	91	12.5	8.3	20.8
(b) Small Mines	.	.	.	374	..	..	..
2. West Bengal	.	.	.	206	..	20.9	20.9
(a) Large Mines	.	.	.	74	..	35.0	35.0
(b) Small Mines	.	.	.	132	..	13.0	13.0
3. Residual	.	.	.	87	8.4	9.7	18.1
(a) Large Mines	.	.	.	44	16.7	8.3	25.0
(b) Small Mines	.	.	.	43	..	11.1	11.1
4. All India	.	.	.	758	2.5	7.8	10.3
(a) Large Mines	.	.	.	209	8.9	17.8	26.7
(b) Small Mines	.	.	.	549	..	4.0	4.0

STATEMENT 6.3

Estimated Percentage of Coal Mines Paying Gratuity—1962-63

Centre	Number of Mines	Estimated Percentage of Mines				
		Having Gratuity Schemes	Where gratuity was being paid in the case of @	Death	Retirement	Resignation
1	2	3	4	5	6	7
1. Bihar	.	.	.	46.5	8.2	70.0
<i>(a) Large Mines</i>	.	.	.	91	41.7	70.0
<i>(b) Small Mines</i>	.	.	.	374	..	..
2. West Bengal	.	.	.	206	13.7	79.7
<i>(a) Large Mines</i>	.	.	.	74	15.0	100.0
<i>(b) Small Mines</i>	.	.	.	132	13.0	66.7
3. <i>Residual</i>	.	.	.	87	26.6	100.0
<i>(a) Large Mines</i>	.	.	.	44	41.7	100.0
<i>(b) Small Mines</i>	.	.	.	43	11.1	100.0
4. All India	.	.	.	738	11.8	80.8
<i>(a) Large Mines</i>	.	.	.	209	32.2	83.1
<i>(b) Small Mines</i>	.	.	.	549	4.0	73.9

④ Percentages relate to mines in col. 3.

benefit in these mines worked out to 6. On the basis of the data collected during the course of the present Survey it is estimated that in 1961 nearly 10 per cent. of women employed in the industry received maternity benefit. Centre-wise details are given in the following Statement 6.4.

The information collected during the course of the present Survey reveals that 82 per cent. of the coal mines in the country were employing women and of these, 51 per cent. (or 42 per cent. of the total number of coal mines in the country) paid maternity benefit, during the calendar year 1961, to women employees. It is estimated on the basis of the data collected that in the Industry, as a whole, payment was made during the year 1961, in respect of 3,017 out of the 3,027 claims made by workers directly employed and in respect of 181 out of the 184 claims made by those employed through contractors.

The statistics given in statement 6.4 show that the percentage of women paid maternity benefit was the highest in the Residual Group (11.6) and the lowest in Bihar (8.8). In Bihar and West Bengal the proportion of women receiving benefits was higher in large mines but in the Residual Group the position was reverse.

6.5. Industrial Accidents

On the basis of the information collected during the present Survey it is estimated that during the year 1961 accidents occurred in 55 per cent. of the coal mines, comprising 95 per cent. of the large mines and 40 per cent. of the small ones in the country. The percentage of such mines in the different centres was 89 in the Residual Group, 83 in West Bengal and 36 in Bihar. It is estimated that nearly 36.5 thousand workers in the Coal Mining Industry were involved in industrial accidents during the year 1961. The number of workers involved in accidents was considerably higher in large mines as compared to small mines. The following Statement 6.5 shows the distribution of persons involved in accidents by the nature of accidents.

Nearly 92 per cent. of the workers involved in accidents suffered from temporary disability and 7 per cent. from permanent disability. The percentage of persons who died was negligible. As among the different centres, there was generally no marked difference in the proportion of workers involved in accidents. The following Statement 6.6 shows the rate of workers involved in different types of accidents per thousand employed in 1961.

In the Coal Mining Industry, as a whole, it is estimated that the number of accidents per thousand workers was nearly 84. Of these, temporary disability alone accounted for 33.6 thousand persons (*i.e.*, 77 per thousand) and the remaining suffered permanent disability (5.9 per thousand) or death (0.6 per thousand). As among the different centres, the rate of accidents per thousand workers employed was the maximum in the Residual Group (108) followed by West Bengal (105) and Bihar (59).

6.6. Occupational Diseases

In the light of the memoranda furnished by two eminent doctors who had investigated into the prevalence of occupational diseases in coal mines, information was collected from coal mines during the course of

STATEMENT 6.4

Estimated Percentage of Mines which Paid and Women who Received Maternity Benefit in 1961

Centre	Number of Mines	Estimated Percentage of Mines Employing Women		Estimated Number of Women Employed*	Estimated Percentage of Women Paid Maternity Benefits
		Total	Which paid maternity benefits		
1	2	3	4	5	6
1. <i>Bihar</i>	·	·	·	·	·
(a) Large Mines	·	·	·	·	·
(b) Small Mines	·	·	·	·	·
2. <i>West Bengal</i>	·	·	·	·	·
(a) Large Mines	·	·	·	·	·
(b) Small Mines	·	·	·	·	·
3. <i>Residual</i>	·	·	·	·	·
(a) Large Mines	·	·	·	·	·
(b) Small Mines	·	·	·	·	·
4. <i>All-India</i>	·	·	·	·	·
(a) Large Mines	·	·	·	·	·
(b) Small Mines	·	·	·	·	·

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*Relates to women covered under the Mines Act.

STATEMENT 6.5

Estimated Percentage Distribution of Persons Involved in Accidents During 1961

Centre	Estimated Number of Persons Involved in Accidents	Estimated Percentage Distribution of Persons Involved in Accidents Resulting in			5
		Death	Permanent disability	Temporary disability	
1	2	3	4		
1. <i>Bihar</i>					
(a) Large Mines	•	•	•	•	12,293
(b) Small Mines	•	•	•	•	11,302
					991
2. <i>West Bengal</i>	•	•	•	•	14,065
(a) Large Mines	•	•	•	•	12,196
(b) Small Mines	•	•	•	•	1,869
					10,101
3. <i>Residual</i>	•	•	•	•	8,729
(a) Large Mines	•	•	•	•	1,372
(b) Small Mines	•	•	•	•	
4. <i>All-India</i>	•	•	•	•	36,459
(a) Large Mines	•	•	•	•	32,227
(b) Small Mines	•	•	•	•	4,232

Industrial Accidents in Coal Mines During 1961

Centre	Estimated Number of Workers Employed in the industry*			Estimated Distribution of Workers Involved in Accidents Resulting in		
	Involved in accidents	Death	Permanent disability	Temporary disability	5	6
1	2	3	4	5	6	
1. <i>Bihar</i>	•	•	•	•	•	•
(a) Large Mines	•	•	•	•	2,09,690	12,293(38.6)
(b) Small Mines	•	•	•	•	1,30,064	11,302(86.9)
2. <i>West Bengal</i>	•	•	•	•	79,626	991(12.4)
(a) Large Mines	•	•	•	•	1,33,357	14,065(105.5)
(b) Small Mines	•	•	•	•	95,268	12,196(128.0)
3. <i>Residual</i>	•	•	•	•	38,089	1,869(49.0)
(a) Large Mines	•	•	•	•	93,532	10,101(108.0)
(b) Small Mines	•	•	•	•	80,016	8,729(109.1)
4. <i>All-India</i>	•	•	•	•	4,36,579	36,459(83.5)
(a) Large Mines	•	•	•	•	3,05,348	32,227(105.5)
(b) Small Mines	•	•	•	•	1,31,231	4,232(32.2)

* Relates to those covered under the Mines Act.

Note.— Figures within brackets are rates per thousand.

the enquiry conducted by Shri S. R. Deshpande in 1945-46. Even though the information collected did not suggest the prevalence, except in stray cases, of silicosis, cellulitis, miners' nystagamus and ankylostomiasis, which are generally believed to be caused by work in coal mines, Shri S. R. Deshpande could not say anything categorical in regard to the prevalence of these diseases. He expressed the view that if it was possible that these did not exist in the coal mines in India it was also equally possible that the diseases might be remaining undiagnosed in the absence of necessary equipments such as X-ray apparatus and microscope in most of the coal mines. Shri S. R. Deshpande's enquiry, however, revealed that diseases affecting eye, were widely prevalent among workers in coal mines in the country. Cases of asthma and pneumonia were largely in evidence among the colliery workers in Bihar.

Information relating to the prevalence of occupational diseases was collected during the present Survey also. The occupational diseases reported by the coal mines surveyed are silicosis, pneumoconiosis and dermititis. During mining operations, the processes such as coal cutting, drilling and blasting give off dust. It was reported that the inhalation of silica dust and coal dust causes silicosis and pneumoconiosis respectively. Work in certain places in coal mines, where humidity is high or water is stagnated or in places where the atmospheric temperature is quite high caused dermititis. On the basis of the number of sample units which reported the prevalence of such diseases, it is estimated that these were prevalent in 4 per cent. of the coal mines comprising 11 per cent. of large mines and 1 per cent. of small mines in the entire country. These comprised about one-fifth of the large mines and 2 per cent. of the small mines in Bihar and 5 per cent. of the large mines in West Bengal. None of the units surveyed in the Residual Group and none of the small mines surveyed in West Bengal reported the prevalence of occupational diseases.

CHAPTER VII

INDUSTRIAL RELATIONS

During the post-war years, specially since the country gained Independence, considerable attention has been paid to the promotion of industrial peace and the creation of favourable atmosphere for the growth of healthy labour-management relations. The activities of Government in this context were not confined merely to enactment of laws for speedy settlement of disputes, framing of standing orders, constitution of works or joint committees, appointment of labour or Welfare Officers, etc., but extended to measures designed to promote healthy trade unionism and direct negotiations. The labour-management relations which exist in the coal mining industry not only have the impact of these measures but also of the increasing realisation on the part of workers and employers of their responsibilities in the task of national reconstruction. The following paragraphs describe briefly some of the aspects and facts of industrial relations in the industry.

7.1. Industrial Disputes:

Statistics of industrial disputes resulting in work-stoppages which involved 10 or more workers, whether directly or indirectly, for the period 1955—1962, are presented in the following Statement 7.1. These statistics do not include work-stoppages arising out of political or sympathetic demonstrations of workers, or closures due to such reasons as shortage of raw material, breakdown in machinery or failure of power supply or financial stringency.

STATEMENT 7.1

*Industrial Disputes in Coal Mining Industry since 1955**

Year	1	Number of Disputes@	Number of Workers Involved	Number of Man-days Lost (000's)			
					2	3	4
1955	.	50	14,481	191			
1956	.	67	61,518	1,109			
1957	.	57	23,592	567			
1958	.	71	31,083	255			
1959	.	76	31,421	328			
1960	.	56	24,86	129			
1961	.	65	23,901	201			
1962	.	45	38,292	301			

* Source :—Indian Labour Statistics 1963 and Indian Labour Statistics 1964.

@ Includes strikes as well as lock-outs.

It will be seen from the figures in Col. 3 of Statement 7.1 that the year 1956 witnessed considerable industrial unrest causing a huge loss of man-days. These disputes were mainly due to the colliery workers' dissatisfaction over the Award of The All India Industrial Tribunal (Colliery Disputes) regarding wages, inclusion of pay for lead and/or lift for calculation of bonus and provident fund, etc., which came into effect from May, 1956. This sudden spurt of industrial unrest came to a close after the publication, in January, 1957, of the Labour Appellate Tribunal's decision on the collieries' appeals. About 49 per cent. of the loss of man-days in this industry in 1959 was due to work-stoppages in Bihar and these disputes were mainly attributable to workers' demand for increased wages and allowances. It would appear from the figures in the Statement that the years 1960 and 1961 were more or less peaceful. The loss of man-days in the year 1962 was mostly due to disputes relating to retrenchment. There was a marked decline in the number of disputes and in the number of man-days lost after the promulgation of the Industrial Truce Agreement in November, 1962.

7.2. Trade Unionism:

The beginning of the trade unionism in the coal mining industry can be traced to the early twenties of this century when clerks employed in coal mines in Jharia formed an Association. Gradually the membership of this Association was thrown open and some workers also became its members. In the subsequent years a few more unions started functioning and in the later half of 1945 an All-India Miners' Federation was organised. In his report on conditions of workers in the Coal Mining Industry, Shri Deshpande observed that in 1945-46 there were only a few unions in coal mines and even among them, many remained unrecognised by employers. Not much information is available in Shri Deshpande's report in regard to the activities of unions.*

Compared to the position which existed then there seems to have been considerable improvement. On the basis of the information collected during the course of the present Survey it is estimated that in 1962-63 workers of nearly 55 per cent. of coal mines were members of some trade union or the other and of the total number of workers employed in the industry nearly 52 per cent. were unionised. The details regarding the extent of trade unionism in the different centres of the industry are given in the following Statement 7.2 in next page. In connection with statistics relating to membership it may be mentioned that in many cases membership registers were not available and therefore in such cases reliance had to be placed on the figures given by the union officials.

The available figures show that everywhere trade unionism had developed more in large mines as compared to small mines. In the country as a whole the percentage of large mines where workers were members of unions, was 91. Their percentage ranged from 85 (West Bengal) to 100 (Residual Group). On the other hand, the percentage of such small mines was only 41 in the entire industry. Among different pockets of concentration the percentage of such small mines was the highest in the Residual Group (56) and the lowest in West Bengal (36). In the country, as a whole, of the mines having unions, 4.6 per cent. were having 4 unions, 2.7 per cent. 3 unions, 19 per cent. 2 unions and the

*Report on An Enquiry into Conditions of Labour in the Coal Mining Industry in India by S. R. Deshpande, pp. 105-6.

rest (*i.e.*, 73.7 per cent.) only one union. Multiplicity of unions was a feature in 51.1 per cent., 30.8 per cent. and 19.9 per cent. of the mines in the Residual Group, West Bengal and Bihar respectively. As many as four unions were functioning in 12.5 per cent. of the small mines in Bihar. About 9 per cent. of the large mines in Bihar and 6 per cent. of the large mines in West Bengal were having 3 unions. None of the mines surveyed in the Residual Group had more than two unions. It is estimated that in the entire country 95 per cent. of the coal mines having unions, had accorded recognition to unions. In West Bengal, recognition had been accorded by all mines having unions. In Bihar the percentage of such mines was 97 and in the Residual Group it was only 77.

STATEMENT 7.2

Extent of Trade Unionism in Coal Mining Industry in 1962-63

Centre	Number of Mines	Estimated Percentage of Mines where Workers were organised into Trade Unions	Estimated Number of Workers* in Coal Mines	Estimated Percentage of Workers who were Members of Unions as on 30-6-62		Estimated Percentage of Mines having Union and Recognising them
				5	6	
1	2	3	4			
1. <i>Bihar</i>	465	50.7	2,09,690	47.6	97.3	
(a) Large Mines	91	91.7	1,30,054	19.4	100.0	
(b) Small Mines	374	40.7	79,626	44.7	95.8	
2. <i>West Bengal</i>	206	53.8	1,33,357	50.0	100.0	
(a) Large Mines	74	85.0	95,268	55.6	100.0	
(b) Small Mines	132	36.4	38,089	35.9	100.0	
3. <i>Residual</i>	87	78.0	93,532	62.9	76.8	
(a) Large Mines	44	100.0	80,016	61.9	75.0	
(b) Small Mines	43	55.6	13,516	51.0	80.0	
4. <i>All-India</i>	758	54.7	1,36,579	51.6	94.7	
(a) Large Mines	209	91.1	3,05,348	55.4	94.2	
(b) Small Mines	549	10.8	1,31,231	42.8	95.0	

* Relate to those covered under the Mines Act.

The following Statement 7.3 gives the percentage distribution of unions according to the main activities undertaken by them.

STATEMENT 7.3

Percentage Distribution of Unions According to Main Activities Undertaken 1962-63

Centre	Recreational Facilities	Welfare	Adult Education	Securing Claims Under Labour Acts	Relief to Distressed Members
	1	2	3	4	5
1. <i>Bihar</i>	5.4	4.3	4.3	92.5	43.0
(a) Large Mines	—	4.5	4.5	86.4	68.2
(b) Small Mines	8.3	4.2	4.2	95.8	29.2
2. <i>West Bengal</i>	12.1	29.6	..	100.0	63.8
(a) Large Mines	11.8	23.5	..	100.0	64.7
(b) Small Mines	12.5	37.5	..	100.0	62.5
3. <i>Residual</i>	17.8	19.5	..	100.0	28.7
(a) Large Mines	16.7	8.3	..	100.0	33.3
(b) Small Mines	20.0	40.0	..	100.0	20.0
4. <i>All-India</i>	9.2	13.5	2.4	95.7	46.2
(a) Large Mines	7.7	11.7	2.0	94.0	59.0
(b) Small Mines	10.5	15.1	2.8	97.2	35.3

It is evident from Statement 7.3 that by and large the main activity of the unions in the industry was securing of claims of their members under various labour Acts. Provision of relief to distressed members was another item to which the unions were paying considerable attention. The percentage of such unions varied from 64 in West Bengal to 29 in the Residual Group. Every where the proportion of such unions was greater in large mines as compared to small ones. These unions usually made *ad hoc* or regular cash payments to such of their members whom they believed had been victimised by the managements or to those who were involved in industrial or other accidents or were suffering from any protracted physical ailment. Only about 13 per cent. of the unions in the industry, as a whole, were engaged in welfare activities. The percentage of such unions was the highest in West Bengal (29.6), followed by the Residual Group (19.5) and Bihar (4.3). In the last two centres the proportion of such unions was considerably higher in small mines than those in large mines. Only about 9 per cent. of the unions in the country had made arrangements for recreation of workers. These arrangements were generally in the form of staging of dramas on festive occasions and organisation of annual tournaments. Virtually nothing was being done by unions for adult education. Of the coal mines surveyed, only one in Bihar was running an adult education centre for

the benefit of workers. Another union in the same centre was paying Rs. 25 per month as a grant-in-aid to an adult education centre. Such an absence of activity in this matter is probably due to the fact that adult education centres were being run by the Coal Mines Labour Welfare Fund Organisation. Only a negligible proportion* of the unions had devoted attention to the organisation of co-operative institutions for the benefit of workers. Of the mines surveyed, only in one large unit in the Residual Group a union was found to be running a co-operative credit society and a consumer co-operative society. Similarly, another union in a large unit in Bihar had organised a co-operative credit society.

7.3. Agreements:

During the present Survey information was collected regarding agreements affecting terms and conditions of service concluded between employers and workers since 1956. The results show that about 13 per cent. of the coal mines in the country, comprising 21 per cent. of the large mines and 10 per cent. of the small mines, had concluded agreements since 1956. The percentage of units which had entered into such agreements with workers in the different centres was as follows: Bihar 13, West Bengal 9 and Residual Group 22. The subject matters of such agreements covered a wide field. Some of the important items covered related to payment of extra wages for breaking coal lumps, payment of wages to wagon-loaders at rates higher than those awarded, enhancement of rates of dearness allowance, payment of lay-off compensation, incentive bonus, method of calculation of provident fund contributions and bonus, preference to retrenched employees in the matter of re-employment, absorption of 'badli' workers into regular working force, continuance of work on rest days and contribution of the extra wages thus earned to the National Defence Fund, confirmation of employees against permanent posts and grant of sick leave with pay.

7.4. Standing Orders:

With a view to eliminating causes of friction arising out of matters concerning day-to-day relationship between management and employees and thus promoting industrial harmony the Industrial Employment (Standing Orders) Act, 1946 passed by the Central Government provides for framing and certification of standing orders. Under the Act framing of such standing orders is obligatory for only those establishments which employ 100 or more workers but Government are empowered to extend this provision to establishments employing fewer workers. The matters covered by the standing orders include such matters as classification of workers, notification or hours of work, pay days, wage rates, leave and holidays, rights and obligations during temporary stoppages, dismissal, suspension, and means for redress of grievances.

At the time of the enquiry conducted by Shri S. R. Deshpande, there were no statutory provisions binding the coal mines in the country to frame standing orders and consequently except for an important group of collieries in Assam and a colliery in Digwadih, no other colliery had any standing orders. There has been considerable improvement in this sphere since the enactment of the Industrial Employment (Standing Orders) Act, 1946. Data collected during the course of the present survey show that about 7 per cent. of the coal mines in the country, comprising

*i.e. less than 1 per cent.

all the large mines and about 69 per cent. of the small mines, were employing 100 or more persons and hence were required to frame standing orders under the above Act. Of these, about 81 per cent. had framed standing orders. The percentage of the large and small mines which were required to frame standing orders and had done so was 98 and 72 respectively. The following Statement 7.4 gives the details for each centre.

STATEMENT 7.4

Standing Orders in Coal Mines—1962-63

Centre	Number of Mines	Estimated Percentage of Mines				
		Under statutory obligation		Not under statutory obligation but having standing orders	Having standing orders whether under statutory obligation or not	
		To have standing orders	And having standing orders			
1	2	3	4	5	6	
1. Bihar	463	68.6	69.0 (47.4)	1.4	48.8	
(a) Large Mines . . .	91	100.0	95.8 (95.8)	..	95.8	
(b) Small Mines . . .	374	61.0	58.3 (35.6)	1.7	37.3	
2. West Bengal	206	91.6	97.0 (88.9)	2.8	91.7	
(a) Large Mines . . .	74	100.0	100.0 (100.0)	..	100.0	
(b) Small Mines . . .	132	87.0	95.0 (82.6)	4.3	86.9	
3. Residual	87	89.0	93.8 (83.5)	5.5	89.0	
(a) Large Mines . . .	41	100.0	100.0 (100.0)	..	100.0	
(b) Small Mines . . .	46	77.8	85.7 (66.7)	11.1	77.8	
4. All-India	758	77.2	81.3 (62.8)	2.2	65.0	
(a) Large Mines . . .	209	100.0	98.2 (98.2)	..	98.2	
(b) Small Mines . . .	549	68.6	71.9 (49.3)	3.1	52.4	

NOTE.—Figures in brackets in Col. 4 and figures in Cols. 3, 5 and 6 are percentages to figures in Col. 2. Figures in Col. 4 are percentages to the estimated number of units under obligation to frame standing orders.

It will be seen from the above Statement that the percentage of units which were under obligation and had framed standing orders was the highest in West Bengal (97) and the lowest in Bihar (69). The percentage in respect of the Residual Group was nearly 94. All the defaulting large mines were located in Bihar.

Standing orders framed by the coal mines generally covered production workers, clerical and related employees and watch and ward staff. In some of the sampled units only employees getting basic pay or wages up to Rs. 300 p.m. were covered by standing orders. In two of the sampled large mines belonging to the Residual Group and one small mine surveyed in Bihar standing orders were not applicable to casual workers.

Of the mines having standing orders 91 per cent., comprising 98 per cent. of large and 86 per cent. of small mines in the entire country, had got them certified by the appropriate authorities as required under the law. All the defaulting large mines were located in Bihar. So far as the defaulting small mines were concerned they were in all the centres except the Residual Group.

7.5. Labour and Welfare Officers:

With a view to enabling employers to have better arrangements for personnel management and to help them in ensuring proper implementation of labour laws, a specific provision has been made in the Mines Rules, 1955, requiring every mine, wherein 500 or more person are ordinarily employed, to appoint a suitably qualified person as a Welfare Officer. The Rules further prescribe that in any mine ordinarily employing more than 2,500 persons such Welfare Officer should be assisted by one suitably qualified additional Welfare Officer for every additional 2,000 persons or part thereof employed. The Mines Rules prescribe the duties of Welfare Officers which, inter alia are: (1) to act as a liaison officer between management and employees for promoting harmonious relations and thus ensure productive efficiency, as well as better working conditions, (2) to secure redress of grievances of employees, (3) to help workers to adjust and adapt themselves to their working environments, (4) to assist in formation of such committees as may promote better industrial relations, safety and welfare of workers and to supervise their work, (5) to advise on welfare provisions, such as housing facilities, (6) to supervise welfare activities, statutory or otherwise, including education and training of employees, and (7) to suggest measures which will lend to raise the standard of living of workers and in general promote their well-being.

It is estimated that in the industry, about 35 per cent. of the mines, comprising 91 per cent. of the large mines and 14 per cent. of the small ones, employed 500 or more workers and thus were under an obligation to appoint Welfare Officers. Of these, 88 per cent. (or 31 per cent. of all the units in the industry) had appointed such Labour/Welfare Officers. As between the mines in the two size groups, it is estimated that of the mines under a statutory obligation the percentage of those complying with the law was 92 among large and only 77 among small mines. Besides those which were under a legal obligation, about 6 per cent. of the mines in the industry, as a whole, had voluntarily appointed Labour/Welfare Officers. Thus, in all, 37 per cent. of the coal mines in the country, comprising 89 per cent. of the large mines and 17 per cent. of the small mines, had appointed Labour/Welfare Officers. Details in respect of the different centres are given in the following Statement 7.5.

STATEMENT 7.5

Estimated Percentage of Mines Employing Labour/Welfare Officers—1962-63

Estimated percentage of Mines

Centre	Number of Mines	Under statutory obligation to appoint Labour/Welfare Officers	Under Legal obligation and having Labour/Welfare Officers	Not under legal obligation but having Labour/Welfare Officers	Having Labour/Welfare Officers whether under an obligation or not
		1	2	3	4	5
1. Bihar	465	21.0	16.3 (77.9)	5.2	21.5
(a) Large mines	91	79.2	62.5 (79.0)	12.5	75.0
(b) Small Mines	374	6.8	5.1 (75.0)	3.4	8.5
2. West Bengal	206	53.2	52.6 (90.4)	5.6	58.2
(a) Large Mines	74	100.0	100.0 (100.0)	..	100.0
(b) Small Mines	132	34.8	26.1 (75.0)	8.7	34.8
3. Residual	87	56.0	56.0 (100.0)	11.0	67.0
(a) Large Mines	44	100.0	100.0 (100.0)	..	100.0
(b) Small Mines	43	11.1	11.1 (100.0)	22.2	33.3
4. All-India	758	35.1	30.8 (87.6)	5.9	36.7
(a) Large Mines	209	90.9	83.7 (92.0)	5.4	89.1
(b) Small Mines	549	13.8	10.6 (76.6)	6.1	16.7

NOTE: Figures within brackets are percentages to figures in Col. (3).

Labour/Welfare Officers usually stated that their functions were the same as described in the Mines Rules, 1955. However, it was noticed that their main duty was to attend to grievances of workers and to maintain general discipline. In 43 per cent. of the coal mines in the country, comprising 60 per cent. of the units in Bihar, 48 per cent. in West Bengal and 21 per cent. in the Residual Group, Labour/Welfare Officers were, in addition to their other duties, representing employers in conciliation proceedings.

7.6. Works and Joint Committees

Under the Industrial Disputes Act, 1947 constitution of Works Committees is obligatory for those industrial establishments which employ 100 or more workers. The main idea behind the formation of such committees is to provide a forum for mutual discussion of matters concerning day to day relationship between employers and employees so that friction could be eliminated in its initial stages and thus good relationship between the two parties could be ensured.

It is estimated that at the time of the Survey nearly 77 per cent. of the coal mines in the country, comprising 98 per cent. of the large mines and 69 per cent. of the small ones, were under a legal obligation to constitute Works Committees. Only half of these had complied with the requirements. The percentage of such mines in the two size groups was 63 among large and 44 among small ones. From the details given in Statement 7.6 it would be seen that the percentage of such mines was the highest in the Residual Group (77) and the lowest in Bihar (38.5).

STATEMENT 7.6

Works Committees in Coal Mines, 1962-63

Centre	1	Number of mines	Estimated percentage of mines employing 100 or more workers	Estimated percentage of mines employing 100 or more workers and having Works Committees	
				2	3	4
1. Bihar	.	465	67.8	38.5	(26.1)
(a) Large Mines	.	91	95.8	52.2	(50.0)
(b) Small Mines	.	374	61.0	33.3	(20.3)
2. West Bengal	.	206	91.6	60.0	(55.0)
(a) Large Mines	.	71	100.0	60.0	(60.0)
(b) Small Mines	.	132	87.0	60.0	(52.2)
3. Residual	.	87	89.0	76.8	(68.3)
(a) Large Mines	.	11	100.0	91.7	(91.7)
(b) Small Mines	.	76	77.8	57.1	(44.4)
4. All-India	.	758	76.7	50.6	(38.8)
(a) Large Mines	.	209	98.2	63.5	(62.3)
(b) Small Mines	.	549	68.6	43.6	(29.9)

NOTE.—Figures in brackets in Col. (1) are percentages to total in Col. (2).

About 77 per cent. of the Works Committees in the industry, consisted of an equal number of representatives of managements and workers. In about 21 per cent. of such Committees workers' representatives outnumbered the representatives of managements and in the rest of the Committees (i.e., about 2 per cent.) the position was found to be the reverse. About 34 per cent. of the Committees had not met even once during the twelve month period ending June, 1962. The percentage of Committees which had held up to 3 meetings, 4 to 6 meetings, 7 to 9 meetings and more than 9 meetings during the twelve-month period referred to above was 29, 21, 6, and 10 respectively. The information collected during the Survey reveals that a wide range of items were discussed by the Committees. The most common items pertaining to welfare and safety related to provision of cool drinking water at workspots in summer, provision of protective equipments (e.g., helmets, boots, etc.), allotment of residential accommodation, repair and whitewashing of workers' houses, sanitation of workers' colonies, adequate and regular supply of water and power to workers' colonies, medical facilities and canteen, creche and rest shelter facilities. Fixation of number of paid holidays, reduction of the number of shifts and arrangements for timely trimming and proper loading of coal tubs were among the items relating to working conditions discussed by the Works Committees. Matters pertaining to payment of wages, such as time of payment of salary to monthly paid employees, proper payment of wages to casual workers and payment of holiday pay in respect of the Republic Day were also discussed. Inter union rivalry, paucity of interest on the part of workers on account of lack of appreciation of benefits of such meetings were largely responsible for improper functioning of Works Committees. The other factors were apathy of managements towards convening the meetings or implementing their decisions and strained relations between the employers and workers. In a few more units the prevalence of exceptionally harmonious employer-employees relations facilitated workers having direct talks with managements' representatives and getting their requirements met and consequently the Works Committee functioning in the establishment had no significant role to play. An interesting reason given for improper functioning of Works Committees by the workers' representatives in two large mines surveyed in Bihar was that they were not in a position to understand the contents of the notices, memoranda, etc., issued in connection with Works Committee meetings since they were in English.

Of the mines which were required to constitute a Works Committee and had not done so a few gave no reasons therefor. Some attributed the absence of such a Committee to apathy of workers and opposition from trade union officials who apprehended that the Committee might emerge as a rival institution. Workers of these mines, on the other hand, generally attributed the absence of Committees to lack of interest on the part of managements.

7.7. Other Committees

It is estimated that Production Committees were functioning in 8.5 per cent. of the coal mines in the country, i.e., comprising nearly 20 per cent. of the large mines and 1 per cent. of the small ones. Among the different centres the percentage of mines having such a committee was the highest in the Residual Group. Here nearly 42 per cent. of large and 11 per cent. of small mines or 26.6 per cent. of all mines had Production Committees. Next in the order was Bihar where 7.4 per cent. of the

mines, consisting of 16.7 per cent. of large and 5 per cent. of small mines, had such committees. In West Bengal only 3.6 per cent. of the mines had Production Committees. The Committees existed only in large mines (i.e., 10 per cent. of them). Such Committees generally consisted of representatives of workers and managements with the mine manager as a Chairman. Increasing the quality and output by making efficient and fuller use of men, machinery and materials was the burden of their deliberations.

Safety Committees were found to be functioning in 7 per cent. of the coal mines in the country. These consisted of about 19 per cent. of the large mines and only 2 per cent. of the small mines. The percentage of mines having such Committees in the different centres were as follows: West Bengal - 15.1 (i.e., 35 per cent. of large and 4.3 per cent. of small), Residual - 13 (i.e., 25 per cent. of large mines only), and Bihar - 2 (i.e., 1.2 per cent. of large and 1.7 per cent. of small mines). Safety Committees also generally consisted of representatives of managements and workers and the functions of these Committees included discussion of hazards to which workers were exposed during the course of work, review of accidents and analysis of factors causing accidents, suggestion of effective safety measures for preventing the recurrence of accidents, and propagation of safety consciousness among workers.

Only in stray mines some other Committees were reported. For instance, Pension Committees existed in 1 per cent. of mines in the Residual Group. Similarly, Puja Committees, School Committees and Cinema Committees existed in a negligible percentage* of mines in West Bengal.

7.8. Grievance Procedure

One of the items covered by standing orders framed under the Industrial Employment (Standing orders) Act, 1946 is the arrangement for settling complaints of workers. Since 65 per cent. of the coal mines in the country, had framed standing orders under the above Act, they had specified arrangement for the settlement of grievances of employees. The managements of these coal mines had some form of procedure or the other for dealing with the day to day grievances of employees but these procedures, especially in small establishments, were not, as a rule, systematized and were too often dependent on the approach of individual officers of the managements. Established channels, which existed for complaints in large mines generally and in small mines to some extent, ensured proper recognition of the responsibility of supervisory staff for the men working immediately under them by enlisting their assistance in dealing with workers' complaints at the preliminary stages of grievance procedures. Especially in large establishments elaborate grievance procedures which generally included the participation of the lower ranks of supervisory staff as a part of the system, were of immense value as the limited time that managers/administrative authorities of large mines could normally devote to such matters was bound to lead to accumulation of a large number of grievances in the absence of such procedures. In some large mines both in the Residual Group, and West Bengal, the practice followed for redress of workers' grievances was as follows: The aggrieved worker submitted his complaint, at the first instance, to his immediate supervisor and if he did not get an acceptable decision at this

*About 2 per cent.

level he could bring his grievance to the notice of the Labour/Welfare Officer and then to the knowledge of the Departmental Head. The cases remaining unsettled even after these stages were discussed by a Grievance Committee, which consisted of representatives of workers and management. The Committee, after examining the matter, submitted a full report, containing each member's findings, opinion and recommendations, to the mine manager to enable him to take a decision. The unanimous decisions taken by the Committee were binding on the management in respect of the course of action to be taken for redressing grievances. If this stage failed to satisfy the aggrieved worker, he was free to appeal to the Chief Mining Agent, who was the Administrative Head of a group of collieries operating under the same management. The workers were required to give their complaints in writing and time limits were fixed for the disposal of the cases at different stages. Some of the mines, owned by the National Coal Development Corporation and surveyed during the present enquiry, had, besides a grievance procedure which was similar to the one mentioned above, a Joint Negotiation Machinery, comprising trade union office-bearers and workers' and managements representatives. The body handled matters which were of general applicability to a large number of workers or of considerable importance. In another large mine located in Bihar, cases remaining unsettled even after the consideration of the officers, including the Manager, were examined by the Works Committee and then by the Joint Management Council. The Joint Management Council was the final authority at the unit's level in the matter of redress of grievances. In another large mine in Bihar, grievances, if not settled after the consideration of the worker's immediate supervisor and the Labour/Welfare Officer, were discussed in the weekly meetings of the representatives of the trade union and management at the colliery level. If these discussions failed to produce any satisfactory result, the matter was discussed in the fortnightly meetings of the representatives of the trade union and management at the level of a group of collieries. The Agent of the group of collieries was the final authority in deciding grievance cases. In a small mine in Bihar grievances were heard directly by a Grievance Committee, which advised the management in taking proper decisions. This Committee consisted of three representatives each of the workers and management.

The above mines which had a somewhat elaborate arrangement for settling grievances, however, constituted only 65 per cent. of the total coal mines in the country. In the rest, the normal practice was that workers having grievances approached the manager or proprietor. Wherever trade unions were in existence, the aggrieved workers, who failed to get satisfaction even after their cases being considered by the final authority at the level of the individual establishments (and in certain cases at the level of a group of collieries), were at liberty to appeal to trade unions and to seek the intervention of the officers of the Government's Industrial Relations Machinery.

7.9. Association of Workers with Management

The scheme of associating workers with the management of establishments does not seem to have made any headway in the coal mining industry. The Survey shows that of the 147 mines surveyed only two large coal mines, one each in the Residual Group and Bihar, had introduced such schemes. The large mine belonging to the Residual Group had constituted a Joint Management Council with the mine manager, a Departmental Head, the President of the trade union functioning in the

mine, and a few office-bearers of the union, as members of the Council. The Council was being consulted by the management on such matters as general administration of the standing orders and their amendment, introduction of new methods of production involving re-deployment of men and machinery, closure or cessation of mining operations, administration of welfare and safety measures. Those matters which were subject to collective bargaining (*e.g.*, wages bonus, etc.) and cases relating to individual grievances were excluded from the scope of the Council's discussions. A Joint Management Council had been formed in a large mine surveyed in Bihar, as a preliminary phase of workers' participation in the management.

At the time of the Survey three of the large mines, surveyed in Bihar, which were under the same management, had decided to introduce a scheme for associating workers with management and were working out the details for implementing the decision. Thus, at the time of the Survey, an insignificant percentage of the coal mines in the country had constituted Joint Management Councils and a few others had initiated action in this direction.

CHAPTER VIII

LABOUR COST

Information pertaining to labour cost was collected from sampled coal mines during the course of the present Survey in respect of employees covered under the Mines Act and receiving less than Rs. 400 per month as wages. This was in pursuance of the decision taken by the Study Group on Wage Costs appointed by the Ministry of Labour and Employment in 1959. The enquiry pertaining to labour cost was modelled on the lines of the Study of Labour Costs in the European Industry, made by the International Labour Office in 1956, with such modifications as were considered necessary in the light of conditions in India. For instance, in view of the fact that in India wages are paid on the basis of days instead of hours, data were collected in respect of man-days instead of man-hours. Similarly, it was found in the course of the pilot enquiry, that except for a very few establishments, separate records of premium payments made for leave or holidays, or for days not worked, were not maintained and hence these were dropped as separate items and recorded under 'basic wages'. Certain additions were made in the list either on the basis of the decisions of the Study Group referred to above, or to elicit separate information on some of the items on which employers have to incur expenses under labour laws in force in the country, e.g., lay-off, pithead baths, retrenchment compensation, etc.

As mentioned elsewhere, the Survey was launched in September, 1962 and completed in May, 1963. With a view to maintaining comparability of data and ensuring uniformity, it was intended to collect information, as far as possible, for the 12 months preceding the specified date, i.e., June, 1962. If, however, it was not feasible to collect information for these 12 months, than the field staff was asked to collect the data for the latest financial year of the establishment subject to the condition that at least six months of the financial year fell during the period July, 1961 to June, 1962. The available data show that it was possible to collect information from all the sampled coal mines either for the period July, 1961 to June, 1962 or for the financial year of the establishment at least six months of which fell during the aforesaid period. The data collected may, therefore, be taken to refer to the period 1961-62.

It may also be mentioned here that with a view to forming a better estimate of labour cost, salaries and allowances, etc., of those persons who were employed in connection with any welfare item, amenity, etc., even though they were covered under the Mines Act and were receiving less than Rs. 400 per month, were not included in the general heads "Wages", "Bonuses" and "Other Cash Payments" along with the similar amounts paid to workers who came within the scope of the Study. Expenses incurred, in connection with such persons were recorded against the item for which they were employed. Similarly, the man-days worked by such persons were also excluded.

8.1. Labour Cost per Man-day Worked:

Data in respect of man-days worked and the corresponding wages and other earnings of workers were collected during the course of the Survey as also the expenditure incurred by employers on various welfare

and social security measures, subsidy services, etc., representing the cost incurred by them on labour. Based on the above, the average labour cost per man-day has been worked out and is presented in statement 8.1.

STATEMENT 8.1

Estimated Labour Cost per Man-day Worked in the Coal Mining Industry

(In Rupees)

Centre		Labour Cost
	1	2
1. Bihar		5.13
(a) Large Mines		5.47
(b) Small Mines		4.53
2. West Bengal		5.22
(a) Large Mines		5.41
(b) Small Mines		4.70
3. Residual		5.41
(a) Large Mines		5.48
(b) Small Mines		4.96
4. All-India		5.22
(a) Large Mines		5.46
(b) Small Mines		4.62

The over-all labour cost per man-day worked in the Coal Mining Industry was estimated at Rs. 5.22, at the all-India level. As Statement 8.1 shows, the burden of the cost did not differ much in the three Centres of the Industry. The labour cost per man-day worked was Rs. 5.41 in the Residual Group of mines as against Rs. 5.13 in Bihar; the figure for West Bengal coincided with that for all-India, *viz.*, Rs. 5.22.

8.2. Components of Labour Cost

The following Statement 8.2. shows the labour cost per man-day worked by various components in various strata.

8.2.1. Wages:

This component comprised basic wages and dearness allowance, incentive or production bonus and attendance bonus received by employees.

It was desired by the Bureau to collect data under this head in respect of the man-days worked alone, but in the course of the pilot enquiry it was found that most of the employers did not maintain

STATEMENT 8.2

Estimated Labour Cost per Man-day Worked by Main Components in the Coal Mining Industry (During 1961-62)

(In Rupees)

Centre	Wages	Premium Pay for Over-time and late shifts	Bonuses	Other Cash Payments	Pay-ments in Kind	Social Security Contributions	Subsi-dies	Cost of Welfare Centres	Running Benefits	Direct Benefits	Some Other Payments related to Labour	Others	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1. Bihar	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·
(a) Large Mines	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·
(b) Small Mines	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·
2. West Bengal	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·
(a) Large Mines	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·
(b) Small Mines	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·	· · · · ·

3. <i>Residual</i>	•	•	•	4.40	0.04	•	0.17	0.03	0.26	•	0.31	•	•	0.02	0.18	5.41
				(81.33)	(0.74)		(3.14)	(0.55)	(4.81)		(3.73)			(0.37)	(3.33)	(100.00)
<i>a</i>) Large Mines	•	•	•	4.46	0.04	•	0.15	0.03	0.27	•	0.32	•	•	0.02	0.19	5.48
				(81.39)	(0.73)		(2.74)	(0.55)	(4.93)		(3.64)			(0.36)	(3.46)	(100.00)
<i>b</i>) Small Mines	•	•	•	4.03	0.04	•	0.23	*	0.23	*	0.24	•	•	0.01	0.13	4.96
				(31.25)	(0.81)		(5.64)		(4.64)		(4.84)			(0.20)	(2.62)	(100.00)
<i>c</i>) <i>All-India</i>	•	•	•	4.26	0.05	*	0.21	0.01	0.26	0.01	0.22	•	•	0.01	0.16	5.22
				(81.61)	(0.96)		(4.02)	(0.19)	(4.98)	(0.19)	(4.21)			(0.77)	(3.07)	(100.00)
<i>a</i>) Large Mines	•	•	•	4.43	0.05	*	0.21	0.01	0.29	0.01	0.24	•	•	0.05	0.17	5.46
				(81.14)	(0.92)		(3.35)	(0.18)	(5.31)	(0.13)	(4.49)			(0.91)	(3.11)	(100.00)
<i>b</i>) Small Mines	•	•	•	3.85	0.04	*	0.22	*	0.18	*	0.16	•	•	0.03	0.14	4.62
				(83.33)	(0.87)		(4.76)		(3.90)		(3.46)			(0.65)	(3.03)	(100.00)

* Less than Re. 0.05.

Note.—Figures within brackets are percentages.

separate records of payments made for the days actually worked, and for leave and holiday periods. Consequently, the amount of basic wages and dearness allowance recorded included the sums paid for the days worked as well as not worked but paid.

It would be noticed from Statement 8.2 that wages constituted the bulk, *i.e.*, 81.6 per cent. of the labour cost in the Coal Mining Industry. The proportion that wages formed to the total labour cost was more or less the same in the three centres. As between the two size groups, in large coal mines wages accounted for about 81 per cent. of the labour cost and in smaller ones they accounted for a little more *i.e.*, about 83 per cent. Statement 8.3 gives the break-up of the wage cost into the various sub-groups, *viz.*, basic earnings, incentive or production bonus and attendance bonus.

A very large portion (90.6 per cent.) of the wage cost in the Industry was in the form of basic wages and dearness allowance or consolidated wages alone. Payments made in the form of attendance bonus accounted for about 9.2 per cent. of the wage cost, while the remainder was due to payments of production/incentive bonus to workers.

8.2.2. Premium Pay for Overtime and Late Shifts

Under this group, the premium part of pay for overtime, late shifts and work on holidays was recorded. This was represented by an amount received by the workers in addition to their normal pay. For instance, if a worker received one and a half times his normal wages for overtime work, the extra amount paid to him, *i.e.*, one-half, was recorded against this item. The normal wages were included under the group 'wages'.

It would be seen from Statement 8.2 that premium payments for overtime work and late shifts accounted for a very small proportion* of the total labour cost per man day worked.

8.2.3. Bonuses

Payments made in respect of festival, year-end, profit-sharing and other similar types of bonuses were recorded under this item. As shown in Statement 8.2, the cost to employers on account of bonus payments was nil in coal mines in Bihar and the Residual Group and negligible in West Bengal.

8.2.4. Other Payments in Cash and Kind

Other payments in cash and kind were those which were made regularly, such as house rent allowance, transport allowance, compensatory allowance, foodgrains at concession rates, supply of free coal, kerosene oil, etc., or irregularly, like servant allowance, laundry allowance, marriage allowance, drilling allowance, blasting allowance, etc. Figures in Statement 8.2 show that the cost in respect of all such payments amounted to Re. 0.22 per man-day worked or about 4.2 per cent. of the total labour cost per man-day worked in the Industry, as a whole. As between the different Centres, the expenditure incurred on payments in cash and kind was the highest in Bihar, being about 4.5 per cent. of the labour cost, and the lowest in the Residual Group (3.1 per cent.).

For West Bengal, the figure was the same as for the country as a whole, *i.e.*, 4.2 per cent.

**i.e.* 0.96 per cent.

STATEMENT 8.3

Estimated Break-up of "Wages Cost" b; Sub-Components in the Coal Mining Industry
(In Rupees)

Centre	Basic Wage and Dear- ness Allowance for Consolidated Wages	Incentive Production Bonus		Attendance Bonus	Total	
		1	2	3	4	5
1. <i>Bihar</i>						
(a) Large Mines	•	•	•	3.84(90.99)	0.01(0.24)	0.37(8.77)
(b) Small Mines	•	•	•	4.00(89.69)	0.01(0.22)	0.45(10.09)
2. <i>West Bengal</i>						
(a) Large Mines	•	•	•	3.83(90.76)	*	0.39(9.24)
(b) Small Mines	•	•	•	3.90(89.86)	*	0.44(10.14)
3. <i>Residual</i>						
(a) Large Mines	•	•	•	3.62(93.30)	..	0.26(6.70)
(b) Small Mines	•	•	•	3.95(89.77)	0.01(0.23)	0.44(10.00)
4. <i>All-India</i>						
(a) Large Mines	•	•	•	4.00(89.69)	0.01(0.22)	0.45(10.09)
(b) Small Mines	•	•	•	3.61(89.58)	0.03(0.74)	0.39(9.68)

* Less than Re. 0.005.

Note.—Figures within brackets are percentages.

8.2.5. Social Security Contributions:

Information in respect of this component of labour cost was collected under two heads: (a) obligatory, *i.e.*, those expenses which the employers were required to incur in compliance with certain labour laws, and (b) non-obligatory—*i.e.*, those social security contributions which the employers were making on a voluntary basis without any legal compulsion. The Survey results show that the combined cost on account of this component worked out to Re. 0.27 or 5.2 per cent. of the total labour cost per man-day worked. Details about the labour cost in respect of various items of social security contributions for which the data were collected are given in Statement 8.4.

It will be seen from the Statement 8.4, that expenditure incurred by employers on obligatory social security contributions during the year under reference amounted to Re. 0.26 and on non-obligatory contributions to only Re. 0.01 per man-day worked. The expenditure on obligatory social security contributions was the maximum in West Bengal, being Re. 0.30 per man-day worked. The amount spent on non-obligatory social security contributions in this Centre, as also in the Residual Group of mines, was insignificant. It was observed that about 88.5 per cent. of the labour cost on account of obligatory social security contributions was in respect of provident fund contributions alone. The remaining nearly 11.5 per cent. of the cost was attributable to expenses on compensation for employment injury and maternity benefit payments. Payments made by way of compensation for retrenchment, lay-off and occupational diseases as also on account of gratuity were insignificant.

Two items, namely, provident fund and gratuity, featured in non-obligatory social security contributions also, in addition to expenses on payment of pensions. Non obligatory contributions were being made in all the three Centres of the Industry though their amounts in West Bengal and the Residual Group were insignificant.

8.2.6. Subsidies

Cost to employers for providing certain facilities and services to workers and their families was collected under this head. The facilities listed were Medical and Health Care, Canteens, Restaurants and Other Food Services, Company Housing, Building Funds, Credit Unions and other Financial Aid Services, Creches, Education Services (*e.g.*, Library, Reading Rooms, etc.), Recreational Services (Clubs, Sports, Theatres, Cinemas, etc.), Transport, Sanitation (at work places), Drinking Water Facilities, Vacation Homes, etc. The net amount spent, including depreciation but excluding any capital expenditure, was recorded. In the course of the pilot enquiry, it was noticed that in most of the cases, employers either did not maintain any records separately for the above-mentioned items, or expenses related not only to persons falling within the scope of the Study but also to others. Hence, the field staff were asked to obtain estimates, wherever such statistics were not available separately for the above-mentioned items, and/or for the employees covered by the Study only. In the later case, estimates were made on the basis of the proportion that the employees coming under the scope of the Study formed to the total employees. Statement 8.5 gives details in respect of the cost on subsidies per man-day worked as revealed by the data collected.

The labour cost on account of subsidies amounted to Re. 0.22, per man-day worked or about 4.2 per cent. of the total labour cost, thus being equal in importance to the group 'Other Payments in Cash and Kind'. As would be seen from Statement 8.5, the expenses incurred by employers on company housing were responsible for a fairly high portion (about 41 per cent.) of the total cost on subsidies. In the Residual Group of mines expenditure on company housing constituted as much as about 61 per cent. of the subsidy cost, whereas in West Bengal it was only 25 per cent. In Bihar, about 38 per cent. of the total cost on subsidies was accounted for by company housing. Next in importance were medical and health care facilities to the workers which were responsible for about 27 per cent. of the total cost on subsidies in the Industry, as a whole. This item accounted for 37.5 per cent. of the subsidy cost in West Bengal, 28.6 per cent. in Bihar and 22.6 per cent. in the Residual Group of mines. About 9 per cent. of the subsidy cost, at the all-India level, was spent on sanitation, 4.6 per cent. each on canteens, creches and educational services and 4.5 per cent. each on drinking water facilities and provision of pit-head baths. No expenditure was incurred on building funds and the expenses on credit unions, cultural services, transport and washing facilities were insignificant.

8.2.7. *Some Other Payments Related to Labour Cost*

Under this group, expenses relating to recruitment, vocational training, apprenticeship and on-the-job medical services were recorded. A perusal of Statement 8.2 (Col. 12) will show that this element constituted only about 0.8 per cent. of the total labour cost in the Industry. In West Bengal, it accounted for about 1.2 per cent. of the labour cost, in Bihar for about 0.8 per cent. and in the Residual Group for 0.4 per cent.

8.2.8. *Others*

Besides expenses under various groups mentioned above, some of the employers reported expenditure on some other items also such as return railway fare to workers, cost of footwear and uniforms supplied to certain categories of employees, expenses on provision of protective clothing, salary of the Labour Welfare Officer, etc. All these were recorded under the head "Others". As would be seen from Statement 8.2 (Col. 13) the total expenses on these other items amounted to Re. 0.16 per man-day worked, which represented about 3.1 per cent. of the total labour cost at the all-India level. The proportion of these expenses to the total labour cost was the highest (4.2 per cent.) in West Bengal and the lowest in Bihar (2.3 per cent.). In the Residual Centre, they comprised 3.3 per cent. of the total labour cost.

STATEMENT 8.4

Estimated Cost of Social Security Contributions Per Man-day Worked in the Coal Mining Industry (During 1961-62)

OBLIGATORY

(In Rupees)

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Centre	Provident Fund	Retrench- ment com- pensation	Lay-off	Compensation for		Maternity benefit	Dependants allowance	Gratu- ity	Total	Non- obliga- tory	Total	Labour Cost	
				Employ- ment injury	Occupational diseases								
1	2	3	4	5	6	7	8	9	10	11	12	13	
1. <i>Bihar</i>	•	0.21 (87.50)	0.01 (4.17)	*	0.02 (8.33)	*	*	..	*	0.24 (100.00)	0.01	0.25	4.88
(a) Large Mines	•	0.25 (86.21)	0.01 (3.45)	*	0.02 (6.90)	*	0.01 (3.44)	..	*	0.29 (100.00)	0.01	0.30	5.48
(b) Small Mines	•	0.14 (93.33)	*	*	0.01 (6.67)	..	*	..	..	0.15 (100.00)	*	0.15	3.31
2. <i>West Bengal</i>	•	0.25 (83.33)	*	*	0.04 (13.33)	..	0.01 (3.34)	..	..	0.30 (100.00)	*	0.30	5.75
(a) Large Mines	•	0.27 (84.38)	*	*	0.04 (12.50)	..	0.01 (3.12)	..	..	0.32 (100.00)	0.01	0.33	6.10

(b) Small Mines . . .	0.22 (91.67)	.. *	0.02 (8.33)	.. *	..	.. 0.24 (100.00)	*	0.24	5.11
<i>Residual</i> . . .	0.24 (92.31)	* 0.01 (3.85)	0.01 (3.84)	.. *	..	.. 0.26 (100.00)	*	0.26	4.81
(a) Large Mines . . .	0.24 (88.89)	* 0.01 (3.70)	0.02 (7.41)	.. *	..	.. 0.27 (100.00)	*	0.27	4.93
(b) Small Mines . . .	0.21 (91.30)	.. *	0.02 (8.70)	.. *	..	.. 0.23 (100.00)	*	0.23	4.64
<i>All-India</i> . . .	0.23 (88.46)	* 0.02 (7.69)	* 0.01 (3.85)	..	*	.. 0.26 (100.00)	0.01	0.27	5.17
(a) Large Mines . . .	0.25 (86.21)	* 0.03 (10.34)	* 0.01 (3.45)	..	*	.. 0.29 (100.00)	0.01	0.30	5.49
(b) Small Mines . . .	0.17 (94.44)	* 0.01 (5.56)	.. *	..	..	.. 0.18 (100.00)	*	0.18	3.90

STATEMENT 8.5

Estimated Cost of Subsidiary per Man-day Worked in the Coal Mining Industry (During 1961-1962)

(In Rupees)

Centre	Medical Canteens and Health Care	Comp- any Housing Funds Uni- ons etc.	Build- ing dir- ec- tions	Cre- dits Ser- vices	Edu- ca- tional Ser- vices	Cul- tural Ser- vices	Recre- ational Ser- vices	Trans- port Ser- vices	Sanita- tion Ser- vices	Drink- ing Water	Wash- ing Facili- ties	Bathing Facili- ties	Other head Baths	Total Cost (100.00)				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17		
1. <i>Bihar</i>	•	•	0.06 (28.57)	0.01 (4.76)	0.08 (33.10)	..	*	0.01 (4.76)	0.01 (4.76)	*	*	0.02 (9.53)	0.01 (4.76)	..	0.01 (4.76)	..	0.21 (100.00)	
(a) Large Mines	•	0.06 (25.00)	0.01 (4.17)	0.10 (41.67)	..	..	0.02 (8.33)	0.01 (4.17)	*	*	0.02 (8.33)	0.01 (4.17)	..	0.01 (4.16)	..	0.24 (100.00)	
(b) Small Mines	•	0.04 (26.67)	*	0.06 (40.00)	..	*	0.01 (6.67)	*	*	0.01 (6.67)	*	0.02 (13.33)	0.01 (6.66)	..	*	..	0.15 (100.00)	
2. <i>West Bengal</i>	•	•	0.06 (37.50)	0.01 (6.25)	0.04 (25.00)	0.02 (12.50)	*	*	*	..	0.02 (12.50)	0.01 (6.25)	*	*	..	0.16 (100.00)
(a) Large Mines	•	0.05 (31.25)	0.01 (6.25)	0.05 (31.25)	..	..	0.02 (12.50)	*	*	*	..	0.02 (12.50)	0.01 (6.25)	*	*	..	0.16 (100.00)
(b) Small Mines	•	0.06 (40.00)	0.01 (6.67)	0.04 (26.67)	..	..	0.02 (13.33)	*	*	*	..	0.01 (6.67)	0.01 (6.66)	*	*	..	0.15 (100.00)

Note.—Figures within brackets are percentages.

* Less than Re 0.005.

CHAPTER IX

SUMMARY OF CONCLUSIONS

In view of the basic importance of coal in the industrial development of the country considerable attention has been paid towards development of the Coal Industry since Independence. The progress can be judged from the fact that in 1947 the Industry produced only about 27 million tons and provided employment to 3.2 lakh workers, but in 1963 the corresponding figures were 66.76 metric tonnes and 4.5 lakhs. Among mining industries coal occupies a dominant position and accounts for over 60 per cent. of the total number of persons employed in all types of mines in the country.

Data collected during the present Survey show that on 30th June, 1962 the estimated total number of persons employed in the Coal Mining Industry was about 4.37 lakhs, almost all of whom were covered under the Mines Act, 1952. 'Production and Related Workers' accounted for 88 per cent. of the total working force, followed by 'Watch and Ward and Other Services' (about 5 per cent.), 'Professional Technical and Related Personnel' (nearly 4 per cent.) and 'Clerical and Related Workers' (about 3 per cent.). The proportion of 'Administrative, Executive and Managerial Personnel' was insignificant. About 68 per cent. of the 'Production Workers' were employed underground and the rest worked aboveground.

There has been a steady decline in the proportion of women workers during the last two decades. As against about 25 per cent. in 1914, women accounted for only 7.6 per cent. of the total labour force in June, 1962. A relatively high proportion of mines in all the Centres employed them but their proportion was the highest in Bihar. A notable feature of the labour force in the Industry was total absence of child labour. About 58 per cent. of the 'Production Workers' were piece-rated and the rest, time-rated. Nearly 22 per cent. of the coal mines in the country employed workers through contractors. The percentage of such workers was only 11 in 1962 as compared to 48 in 1945-46.

Approximately 70 per cent. of the directly employed 'Production Workers' in the Industry were permanent, 19 per cent. temporary and about 6 per cent. probationers. The rest were *badlis*, casual workers and apprentices, etc. Roughly one-fifth of the directly employed 'Production Workers' had put in ten or more years. service, while those with a service of one year or more but less than 10 years constituted about 48 per cent. of the total. The remaining 31 per cent. had not completed even one year of their service when the Survey was conducted.

The average absenteeism rate of 'Production Workers' in the Industry during the year ended June, 1962 was 16.5 per cent. The monthly rates reflect the usual pattern of higher absences during summer months. There was not much of labour turnover in the Coal Mining Industry, the overall rates of accession and separation being only about 5.1 and 4.5 per cent., respectively. The accession and separation rates were generally higher for underground workers and in small mines as compared to aboveground

workers and large mines. Training and apprenticeship facilities existed in a little more than half of the coal mines in the country but in about 90 per cent. of them, the schemes were of an *ad hoc* nature.

As a result of various awards, the wage structure of the Coal Mining Industry had been standardised on a country-wide basis. It is estimated that since 1956, wage revisions affecting majority of workers took place in about 96 per cent. of the units and in almost all of them the wages had been revised once, *i.e.*, as a result of the Mazumdar Award. Wages were paid to workers either weekly or monthly. Weekly-paid employees constituted about 84 per cent. of the total and monthly-paid, the rest.

The estimated average daily earnings of workers in the Coal Mining Industry were Rs. 4.32 during June, 1962. The earnings in small mines everywhere were invariably lower than in large ones. The lowest-paid 'Production Workers' in the Industry earned Rs. 3.46 per day while the average daily earnings of clerical and related workers and of those belonging to the group 'Watch and Ward and Other Services' were Rs. 6.26 and Rs. 3.73, respectively. An underground 'Production Worker' earned Rs. 4.13 per day as against Rs. 3.60 earned by a worker aboveground.

A break-up of earnings has revealed that basic wages (*i.e.*, basic plus D.A.), constituted 91.7 per cent. of the total earnings of workers. Separate dearness allowance was being paid by all coal mines in the country. Other cash allowances accounted for 5.8 per cent. and overtime pay for 2 per cent. of the total earnings. The amount earned by workers by way of production/incentive bonus, food-grains concession and house rent, night-shift and transport allowances was negligible.

Profit-sharing or festival bonus was not being paid in any of the coal mines surveyed, though payment of annual bonus was reported from about 4 per cent. of them and of other bonuses from nearly 5 per cent. Of the mines employing contract labour, in about 72 per cent. there was some control of the management over payment of wages to such labour.

The Survey results show that three shift working was most common in coal mines in the country, the percentage of units working three shifts a day being 69. The proportion of mines working two shifts and single shift was about 15 per cent. and 16 per cent., respectively. Two out of every three mines worked during the night, and almost all of them had a regular system of change-over of workers from one shift to another. The period after which the change-over was effected was, everywhere, a week.

The daily and weekly hours of work both for surface and underground workers were found to be not more than 8 and 48, respectively, in all sampled mines. The law provides for the grant of rest intervals to surface workers but this provision was not being observed in nearly 44 per cent. of mines in the country.

About 92 per cent. of the coal mines in the country had provided latrines and 63 per cent. urinals. About 10 per cent. of the mines providing latrines and employing women had not made any separate arrangements for women workers as required under law. The corresponding percentage of defaulting units in regard to urinals was about 25.

The provision of the law regarding grant of annual leave with pay to employees was universally respected. During the year 1961 about 64 per cent. of the workers in the Industry had enjoyed earned leave. Everywhere the percentage of workers who availed of earned leave was comparatively lower in small mines. The largest proportion of workers availed of 11 to 15 days' leave. The practice of giving casual leave to the workers was not common in the Coal Mining Industry. Only about one-fifth of the units were allowing this facility. Sick leave was, however, being granted to all workers in about 97 per cent. of the coal mines in the country. The Survey results further show that national and festival holidays, generally seven in a year, were being allowed in all the sampled coal mines. The legal provision concerning grant of a weekly-off was also universally respected.

Drinking water facilities for employees existed in all the large mines and about 98 per cent. of the small mines. All the defaulting mines were in Bihar.

About 81 per cent. of the mines were statutorily obliged to provide pithead baths. Of these, 57 per cent. (or, 46.4 per cent. of the total number of mines in the country) had provided such facilities. Including the 2.1 per cent. of small mines which had provided pithead baths even in the absence of any legal obligation to do so, the percentage of mines which had provided bathing facilities was nearly 49. Lockers had been provided in about 20 per cent. of the mines.

Canteens were found to be functioning in about 70 per cent. of the mines which were under a statutory obligation to do so. About 77 per cent. of these canteens were being run by managements, 14 per cent. by contractors, 5 per cent. by co-operatives and the rest jointly by managements and workers. Arrangements for meals existed in about 38 per cent. of the canteens and the rest sold only tea and/or coffee and some snacks. Only 3 per cent. of the mines under obligation to provide rest shelters were found to be defaulters.

First-aid boxes were being kept in almost all the mines but in only 28 per cent. of the cases they were found to be containing all the prescribed items. Similarly, all the mines had complied with the law regarding ambulance rooms. Nearly 76 per cent. of the mines had made some arrangement or the other for medical aid. 8 per cent. maintained their own hospitals and about 61 per cent. had dispensaries.

Recreational facilities had been provided by managements of nearly one-third of the mines. The percentage of such mines was the highest in the Residual Group (56) and the lowest in Bihar (24).

Arrangements for the education of workers' children existed in about one-fifth of the mines. None of the mines surveyed had made arrangements for running adult education centres and grain shops were almost non-existent.

The information collected on housing shows that nine-tenths of the mines were providing housing accommodation to their employees. However, the benefit was not very extensive as only 58 per cent. of the workers had been housed. Nearly 72 per cent. of the houses were one-room tenements.

All the mines surveyed had provident fund schemes. In about 88 per cent. of the mines, only the Coal Mines Provident Fund Scheme was in operation. The rest had, in addition, some other provident fund schemes for the benefit of those employees who were not covered under the Coal Mines Provident Fund Scheme. It is estimated that about seven-tenths of the workers in the industry were members of the provident funds on 30th June, 1962. Pension benefits were available to employees in about one-tenth of the mines. In only about one-fourth of these there were regular schemes and in the rest payment of pension was entirely discretionary. The system of paying gratuity existed in nearly 12 per cent. of the mines. However, only about two-thirds of them had regular gratuity schemes and in the rest payment was entirely a matter of discretion.

Trade unionism seems to have developed fairly well in the industry. It is estimated that about 55 per cent. of mines had trade unions and nearly 52 per cent. of workers were unionised. In nearly 74 per cent. of mines having unions there was only one union. The rest had 2 or more unions. By and large, the main activities of unions in the mines were securing of claims of their members under various labour Acts. Only about 9 per cent. of the unions in the industry were providing recreational facilities and about 14 per cent. were engaged in welfare activities also. Only about 2 per cent. of the unions had devoted some attention towards adult education.

It is estimated that about 13 per cent. of the mines had concluded collective agreements since 1956. Nearly 81 per cent. of the mines under a statutory obligation to frame standing orders had done so. In addition, some of the small mines, which were not under any legal compulsion, had also framed Standing Orders. Thus it is estimated that at the time of the Survey 65 per cent. of mines had Standing Orders. Generally, these Orders covered all workers.

About 88 per cent. of the mines employing 500 or more workers had appointed Labour/Welfare Officers. The compliance of the law regarding constitution of Works Committees was found to be unsatisfactory.

Those mines which had framed Standing Orders had some form of procedure for settling the grievances of workers but in small mines there were no regular procedures.

Data relating to labour cost in respect of persons covered under the Mines Act and receiving less than Rs. 400 per month show that during 1961-62, the labour cost in the Industry, as a whole, was Rs. 5.22 per man-day worked. Wages, i.e., basic wage, dearness allowance, incentive payments and attendance bonus constituted the main component of labour cost and accounted for about 82 per cent. of it. Social security contributions accounted for about 5 per cent. of the labour cost whereas subsidies and other cash payments were responsible for nearly 4 per cent. each. The main items of expenditure under the head 'Subsidies' were company housing and medical and health care.

APPENDIX

A Brief Note on the Sample Design and the Method of Estimation Adopted

1. *Sample Design*

For the Survey of Labour Conditions, a multi-stage sampling procedure with industry as a stratum, with further regional strata for those industries which were found to be highly concentrated in particular regions or areas, was followed. The registered mines belonging to those industries for which regional stratification was found necessary were stratified and each centre or area of high concentration was taken as a separate regional stratum of the industry and the remaining scattered mines were clubbed together into a single residual stratum. Establishments in an industry/regional stratum were arranged in a frequency distribution fashion with suitable class intervals and were divided into two size-groups, large mines and small mines, on the basis of an optimum cut-off point derived for each industry. The optimum cut-off point was so derived that if all the establishments in the upper size group were included in the sample, the results obtained would yield an estimate of over all employment within 5 per cent. error at 95 per cent. confidence interval, and the sample size would be minimum. The optimum cut-off point varied from industry to industry. For the Coal Mining Industry it was chosen as 472, which was equal to the average size of employment in the Industry. However, considering the limited resources available for the Survey of Labour Conditions and the practicability, etc., it was thought that a sample of 25 per cent. from the upper size group 12½ per cent. from the lower size group would yield reliable results. However, the experience of earlier Surveys had shown that due to (i) non-availability of very recent frame, (ii) closures, and (iii) units changing their line of production, considerable shrinkage had occurred to the desired sample size. Hence it was decided that for taking into account such closures etc., the required sample size should be increased to allow for the above mentioned shrinkage. Having thus increased the sample size, the units which were found to be closed or which had changed their line of production were simply ignored and no substitution for such cases was made.

The ultimate sampling units, namely registered mines within an industry/regional stratum were arranged by contiguous States and within each State by contiguous districts in a serpentine fashion so that districts formed a contiguous chain from one State to another. Having arranged the list of units in the above manner, the units above the optimum cut-off point were taken in the upper size class and the rest in the lower-size class. From these size-groups, the required number of units were selected by systematic sampling with a random start. The frame on the basis of which the sample was selected in the case of the Coal Mining Industry was the 1958 list of mines registered under the Mines Act, 1952.

2. *Method of Estimation*

In the course of the Survey, various characteristics were studied, some of which were correlated with employment whereas there were others which were not correlated with employment but with the number of establishments. Consequently, two different methods were used for working out estimates.

For estimating the totals of those characteristics which are highly correlated with employment such as absenteeism, labour turnover, earnings, labour cost, ratio of total employment was used as the blowing up factor. For estimating the totals of those characteristics which are not correlated with employment such as, number of units providing certain welfare facilities, etc., the ratio of units was used as the blowing up factor. Estimates of percentages have been arrived at by computing in each case the ratio of the estimates of the totals for the two characteristics involved.

In any stratum the estimates for the total of X-characteristic not correlated with employment is given by:

$$X = \frac{N_u - N'_u}{N_u - N'_u} \sum_i X_{iu} + \frac{N_L - N'_L}{N_L - N'_L} \sum_i X_{il} \dots \dots \dots \quad (1)$$

The summation extending over all the sampled units surveyed in the stratum

Where X = the estimated total of the X- characteristic for a particular stratum;

N_u and N_L = the number of units in the original population as featuring in the 1958 list, which was used as frame, in the upper and lower size-groups, respectively of the stratum concerned.

N'_u and N'_L = the number of units which featured in the 1958 list but were not featured in the latest available list nearest to the period of the Survey in the upper and lower size-groups respectively of the stratum concerned;

N_u and N_L = the total number of units in the sample (from 1958 list) in the upper and lower size groups respectively of the stratum concerned;

N'_u and N'_L = the number of sampled units, which were found at the time of the survey to be closed or to have changed the line of production and hence left out in the upper and lower size groups respectively of the stratum concerned;

X_{iu} and X_{il} = the total of the characteristic in the i th sample unit of the upper and lower size groups respectively of the stratum concerned.

The totals for an industry are obtained on the basis of the above formula for each one of the strata of the industry.

In any stratum the estimate for the characteristic $-y$ correlated with employment is given by

$$Y = \frac{E_{N_u} - N'_u}{E_{N_u} - N'_u} \sum_i Y_{iu} + \frac{E_{N_L} - N'_L}{E_{N_L} - N'_L} \sum_i Y_{il} \dots \dots \dots \quad (2)$$

The summation extending over all units in the stratum.

Where Y = the estimated total of the characteristic Y for a particular stratum

$E_{N_u} - N'_u$ and $E_{N_L} - N'_L$ = the total employment in 1958 in the $N_u - N'_u$ and $N_L - N'_L$ units respectively.

$E_{N_u} - N'_u$ and $E_{N_L} - N'_L$ = the total employment in 1958 in $N_u - N'_u$ and $N_L - N'_L$ sampled units respectively.

Y_{iu} and Y_{il} = the total of the characteristic Y in the i th sample unit of the upper and lower size groups respectively of the stratum concerned.

The totals for an industry are obtained by summing up the totals obtained on the basis of the above formula for each one of the strata of an industry.

